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REPORT

OF THE

METROPOLITAN DISTRICT
COMMISSION

FOR THE

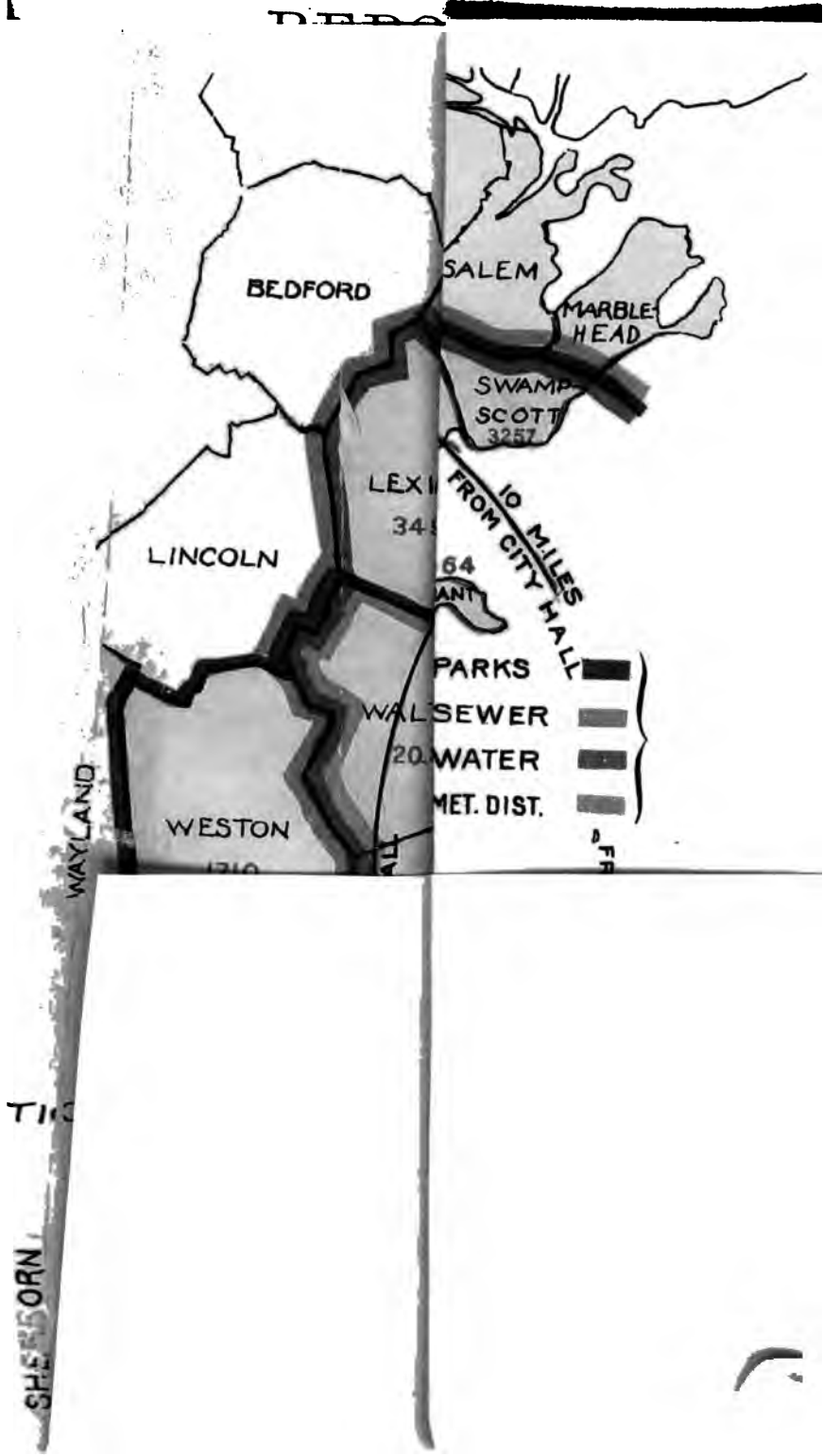
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METROPOLITAN GOVERNMENT.

CHAPTER I.

INTRODUCTION.

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled.

The commissioners appointed under the provisions of chapter 446 of the Acts of 1894, entitled "An act to provide for an investigation of the subject of a general municipal administration for the city of Boston and adjoining municipalities," have the honor to submit the following report.

In order to clearly set forth the duties assigned to the commission by the Legislature, the law under which they acted is here given in full:—

Be it enacted, etc., as follows:

SECTION 1. The governor, by and with the advice and consent of the council, shall appoint a board of three Metropolitan District Commissioners, who shall hold their office for one year from the first day of May in the year eighteen hundred and ninety-four. Said board shall investigate the following subjects:—

First. The advisability of establishing a general government, with limited powers, for the city of Boston and the surrounding cities and towns, generally denominated as the metropolitan district, allowing each municipality independence in local affairs, but conferring upon the general government authority in matters which can be administered to better advantage by a general government.

Second. The advisability of uniting such cities and towns into one municipality by annexing the same, or any of them, to the city of Boston.

Third. The advisability of any other system of entire or partial union of such municipalities for purposes of municipal administration.

SECT. 2. Said board may employ such assistance and may expend such sums therefor and in the discharge of their duties, including the actual travelling expenses of the commissioners, not exceeding the sum of four

thousand dollars, as the governor and council may determine. Said commissioners shall receive no compensation.

SECT. 3. Said board shall report to the next general court in print, stating the result of their investigation; and, if they recommend any legislative action or report in favor of any system of entire or partial union, they shall embody in their report a draft of a bill in accordance with their recommendations, or for the establishment of such system. Said report shall be filed with the secretary of the Commonwealth on or before the first Wednesday of January in the year eighteen hundred and ninety-five.

SECT. 4. This act shall take effect upon its passage.

The above act was amended by the Legislature of this year, in chapter 29 of the Resolves of 1895, by granting to the commission a year's extension of time in which to consider and report upon the subject referred to them.

The Board was organized Sept. 11, 1894, by the choice of Hon. Wm. B. Rice as chairman. In May, 1895, Mr. Charles P. Curtis, Jr., one of the commissioners, resigned in consequence of his appointment as member of the Board of Police Commissioners of the city of Boston, and Mr. William Power Wilson was appointed to fill the vacancy thus created.

METHOD OF INVESTIGATION.

The commissioners believed it to be their first duty, by means of public hearings and personal inquiries, to find out what were the sentiments of the people of the metropolitan district concerning the question of establishing some new or changed form of metropolitan control; and for this purpose public hearings were given, to the number of twenty-five, in all of the cities and towns within what is known as the ten-mile radius, with the exception of Lexington, Swampscott, Nahant and Needham, — the exception in the last-named case occurring for the reason that it was deemed unwise to include that town within the lines of the metropolitan area. Besides the suburban hearings, four hearings were held at the city hall in Boston, and private hearings were given to a large number of prominent individuals, among whom may be mentioned Mayors Matthews, Bancroft and Fenno; Senators Sanger and Wellman; Speaker Meyer; Representatives Jones, Dallinger and Bennett; Corporation Counsel Bailey; Presidents C. W.

Eliot and F. A. Walker ; Prof. A. B. Hart, Messrs. Thos. N. Hart, Tilly Haynes, Hosea Kingman, Geo. O. Shattuck, F. P. Stearns, Wm. H. Whitmore, Moorfield Storey, Jerome Jones, Richard H. Dana and Chas. Francis Adams, and Dr. Henry P. Walcott.

In addition to the foregoing inquiries, printed interrogatories were distributed broadcast through the district, which in hundreds of instances were filled out and returned to the office of the commission. In August of this year one of the commissioners made a study in Europe of the municipal extension question. His report will be found in Appendix A.

The result of this general inquiry has been the collection of a large mass of interesting though often conflicting testimony. In the great majority of cases, those who stated their opinions believed that it was necessary, for the future welfare of Boston and the cities and towns that surround it, that some change in government control should be made, though there were few who had formulated any well-defined plan as to the manner in which this change should be brought about.

EXTENT OF THE METROPOLITAN DISTRICT.

It seemed clear to the commission that it was desirable to consider as belonging to the metropolitan district all of those towns and cities which were in close geographical association with Boston, or which were inhabited by those whose business relations united them with the central city. In defining the district, the boundary line laid down by the Metropolitan Water Commission — that is, the ten-mile circuit — seemed to be the fitting one to adopt, and much more logical and reasonable in its application than would ordinarily be the case with an arbitrary line of demarcation. Practically the only exception made has been the omission of Needham, which is almost if not quite as much within the ten-mile line as the town of Dedham, but which, unlike Dedham, is not closely connected with Boston either territorially or by the occupations of its people.

The metropolitan district, as will be seen by the map, forms a compact territory, possessing many important common interests, and furnishes (see Appendix D) the homes of practi-

cally all of the business and professional men who find occupation either in Boston or in the suburban districts. In other words, we have included in the district, as we have laid it out, substantially all of the business and industrial interests that centre in Boston. While any subtraction from the group we have designated would diminish the number of those who share in these interests, any addition by the inclusion of towns beyond would not, for the present, increase the number of those representing these interests. In time, in consequence of the filling up by population of the metropolitan district, as we have defined it, and the improvements in methods of transportation, those doing business in the central sections of the district may in large numbers find homes for themselves beyond the limits of the ten-mile radius. When such a time comes it may be necessary to consider the question of enlargement, but for the present the limits we have defined may be looked upon as reasonable, and as including common interests and a fairly homogeneous people.

CONCLUSIONS REACHED.

Taking this district and its people, with their industrial, commercial, political and historical interests and sentiments, into account, the general conclusions we have reached are these:—

First.—That there is no manifest and general demand for the annexation of the other cities and the towns of the metropolitan district to Boston.

Second.—That it is desirable to simplify the now complicated systems of government of this metropolitan district by bringing all of its municipalities within the boundaries of a single county, this to have larger legislative and administrative powers than counties in this State have hitherto possessed.

CHAPTER II.

UNION BY ANNEXATION.

In our effort to discover as nearly as we could the sentiments and wishes of the people of the metropolitan district respecting the creation of some metropolitan form of control, we found the view commonly taken of this subject was that the annexation of the other municipalities to Boston was the only probable means of metropolitan union. This opinion seems to have been due partly to the experience of other large American cities, such as New York, Philadelphia and Chicago, where large extensions of the municipal area have been made by this form of civic consolidation, partly to the past experiences of Boston and partly to the fact that this form of enlargement had been much more discussed than any other, and seemed better adapted than any other to meet the wishes of those who have been the chief promoters of the so-called greater Boston project. For this reason it was found difficult at times to have the subject considered from any other point of view. Those who favored annexation were frequently indisposed to take any alternative plan of union into serious consideration, while with the anti-annexationists the fear of such a union was often sufficiently strong to make them look with suspicion upon any change from the existing order of things.

SIMPLICITY OF THE METHOD.

There is the merit of simplicity in the solution of the question which annexation affords, while it moreover makes a strong appeal to sentimental considerations. By an easily framed act of the Legislature it would be possible to merge in Boston the twenty-eight independent municipalities that now make up its

suburbs ; they would then naturally become wards of a great city, which would cover an area of 273.06 square miles, and which would contain approximately a million people. Such a union would doubtless furnish a remedy for a number of admitted evils in existing municipal administrations, it would add to the voting lists of Boston scores of thousands of intelligent electors who would have a keen interest in the good government of the city, while it would tend to partially relieve some of the poorer municipalities of burdens in the shape of local taxation which now weigh heavily upon them.

ADVANTAGES OF SIZE.

In the opinion of many, it is of distinct commercial and industrial advantage for a city to have within its borders a large number of people. Trade and manufacture, it is said, seek these great centres of population ; and hence what might seem merely an evidence of local pride — the wish to stand near the head of the list in the published reports of census enumerations — may be an evidence of practical business sagacity. It is assumed that this sentimental gain can only be secured by annexation, and that the general benefits resulting therefrom would much more than justify the sacrifices which individuals and communities might have to make if a great city was formed by a complete union of the independent municipalities which make up the metropolitan district.

INTEREST THAT SUBURBAN RESIDENTS HAVE IN BOSTON.

It is also urged with not a little force that the growth and prosperity of nearly all of the suburban cities and towns are the direct results of the growth and prosperity of Boston, and that the greater part of the half million of people who inhabit the metropolitan district, outside of Boston, are interested as immediately and personally in the welfare of that city as they would be if they resided in Dorchester or West Roxbury. If the government of Boston is not satisfactorily administered, the inconveniences and losses which are caused by such a defect fall indirectly upon those who have homes in the suburban cities and towns with much the same force that

they do upon those who live within the limits of the chief city. The inquiry is pertinently put: Why should the citizenship of a man be determined by the place where he spends his sleeping, rather than his waking, hours? In other words, has he not a deeper interest in the welfare of the place in which he makes the money needed to support himself and his family than he has in the place where he spends his earnings? To ask such questions is, in effect, to answer them, since a brief but impartial consideration of the subject must convince every one that in the vast majority of cases a man's life is controlled by his business necessities. A man who makes his living in Boston, either at a profession or as a merchant, a trader, a clerk or a mechanic, may change his home a dozen times, living first in one town and then in another, as fashion, the schools, drainage, rates of transportation or any one of a multitude of motives may suggest. But, while many can lightly shift their citizenship, it is the exception to find one of the class to which we refer who is not closely and continuously bound to Boston as a place of business.

NOT A PRACTICAL METHOD.

In view of these facts, it is not strange that union by means of annexation should be strongly urged, and that it should be looked upon, by quite a number of those who strenuously oppose it, as a species of "ultimate destiny." But, while not caring to prophesy respecting a more or less remote future, we can say of the present that, as the metropolitan district is now constituted, we believe its formation, through annexation, into one great city, would be politically impossible on account of general local opposition; and that, furthermore, there are reasons for thinking that such a change would be of questionable merit, even in the absence of the objection to which we have referred.

Although, as we have said, when the commission began its work of inquiry its members were assured that a marked sentiment would be found in favor of annexation, yet at the public hearings which were held in Boston and in the neighboring cities and towns during the winter of 1894-95 the popular wish for this change was not made manifest. At almost every

public hearing one or two persons spoke who were advocates of annexation, but the great majority of those who expressed an opinion were opposed to this form of municipal consolidation.

ADVERSE LOCAL SENTIMENT.

We are aware that most of the hearings were given under conditions that did not lend themselves to a free expression of annexation sentiment. As a State commission, appointed to study the subject of municipal wishes and needs, it seemed to us not only appropriate but almost necessary that our hearings should be given at the town or city halls of the various interested municipalities. These public places were freely opened to us; but, although we adopted the custom of calling upon those present at these meetings to nominate the speakers who in their opinion would fairly represent the views of the town or city, it was impossible not to perceive that in many instances the statements made were those of town or city officials, who not unnaturally looked upon the plan of annexation as a reflection upon the efficiency of their local government. We were told by the annexationists that these expressions of official opinion were not fairly indicative of public opinion; that at meetings held in the town or city halls it was to be expected that the aldermen, councilmen, selectmen and their friends would be largely represented, while the ordinary citizens, even when favoring annexation, were less likely to make their presence known. It may be that this latent, voiceless sentiment exists in the minds of the great mass of the people of the metropolitan district; but all that we can say is that in the hearings we have given we have not found the evidence of it, and we furthermore believe that, if the general wish were strong enough to justify legislative action, it would have asserted itself in a positive and unmistakable manner.

CONFLICTING POINTS OF VIEW.

It is not to be denied that in some municipalities the plan of annexation had a number of vigorous supporters. If the confident assertions of these advocates were to be depended upon, a popular vote in Chelsea, Somerville, Revere, Stone-

ham, and possibly Everett and Cambridge, would show that a considerable majority of the people in each place was in favor of annexation to Boston. But an analysis of the reasons urged for this change shows that in the main they were not calculated to win for the project the approval of the citizens of Boston. A municipality where the amount of property available for purposes of taxation is relatively small, where the rate of taxation is high and where a large increase in the number of the inhabitants is annually taking place, has, even with the best of civic management, to forego many greatly wished for public improvements. If a community thus situated should join its destinies with those of a wealthy neighboring city, it is obvious that by the change it would be in a position to greatly increase the income available for public work of all kinds, without a corresponding increase in its tax rate. Indeed, the opportunity to enlarge the scope and improve the character of municipal work might, under such circumstances, be accompanied by a reduction in the rate of taxation. It is equally obvious, however, that in most instances whatever money for public purposes the annexed municipality obtained which was not derived from local taxes would be money which, but for the subtraction, the wealthier city would have had available for its own public uses. There may be reasons why such a contribution should be made; but as none of the municipalities whose affairs we have been investigating has a surplus income, or finds it possible from its annual tax receipts to do all that its people wish to have done in the way of public work, it is easy to see that, in the absence of some powerful motive, this plan of annexation would hardly be popular with the people of the city which was called upon to thus assist a poorer neighbor.

OPINION EXPRESSED IN BOSTON.

This general theory was confirmed by the statements made both at our public and private hearings; for, though a majority of the people of Chelsea, Somerville and Revere may wish to have their respective cities made parts of Boston, we were not able to find evidence that these desires were reciprocated by any considerable number of the citizens of the last-

named place. At the hearings given in the Boston city hall the wish was expressed by nearly every speaker who represented the city that Brookline, which is relatively even wealthier than Boston, should be annexed to that municipality. Some were also willing to take in one or two of the other richer communities; but there was an evident disinclination to unite with those municipalities where, for reasons we have given, a favoring disposition might exist on the other side.

THE ECONOMIES OF CONSOLIDATION.

It is well known that by concentration of management and responsibility and by harmony of action it is frequently possible to increase the efficiency of a public service and to relatively lessen the cost of carrying it on. A number of illustrations could be cited from public experiences within the metropolitan district of the waste of money and energy caused either by the duplication of public work or the necessity the municipalities have often felt themselves under of doing near their border lines services that could be better performed by the co-operation of two communities.

If the cities and towns of the metropolitan district could be consolidated into one municipality, the economies here referred to could be made, and by these means a saving in the cost of administration could be effected which would go some way towards meeting the larger demands made by the poorer municipalities. There are those who believe that with general annexation these savings, obtained by the simplification of administration and the abolition of duplicate public services, would of themselves prove sufficient to give to the people of all of the cities and towns every public facility that the citizens of Boston now enjoy, at a rate of taxation in all parts of the metropolitan district no greater than that which is now paid in Boston. While arguments of this character are frequently urged by the promoters of annexation, they do not find favor with the citizens of Boston, and when carried to the point we have named, appear to be over-statements of the case.

OTHER OPPOSING ARGUMENTS.

But, if the statements of the annexationists need to be taken with qualifications, the same comment holds good of the protests against annexation made at our hearings. The ground taken with the greatest frequency was that annexation would bring all the cities and towns under license regulations, and that no community would then be found in the metropolitan district without a liquor saloon. This is an appeal to prejudice rather than an argument, since the Legislature in passing an annexation act could readily provide that the sale of intoxicating liquors should not be licensed in any of the newly added wards of greater Boston in which a majority of the citizens voted for no license; and, under the circumstances, this in all likelihood is the provision that would be made.

Another ridiculous argument is that annexation is wanted by the people of Boston because they would like to use the wealth of the citizens of the suburban cities and towns in paying off Boston's debt, — a statement made on several occasions by those who represented towns which, both in taxes and debt, were hopelessly behind the comparatively easy condition of Boston.

THE CORRUPT GOVERNMENTS OF LARGE CITIES.

Another more plausible dissenting argument is the seriously corrupt character of the government of Boston. It is greatly to be regretted that the impression so generally prevails among the citizens of the suburban cities and towns that, in common, as it is expressed, with all large American cities, the government of Boston is a corrupt government; and, while it is no part of our duty to defend its civic reputation, we can say, that, considering the magnitude of the interests involved and the amounts annually raised in taxes and spent upon the various public services, it is probable that the percentage of public money dishonestly used in Boston is quite as small as that diverted from honest use in the other municipalities of the metropolitan district. Any official scandal at the Boston city hall is apt to attract attention all over the State,

and on this account a bad reputation has been acquired ; but it is not deserved, and, even if it were, the interests which, as business men, these dwellers of the out-districts have in Boston should make them realize that the suburban vote might be of great value in neutralizing the votes of the bad elements in our body politic and in giving to trustworthy officials a hearty and enthusiastic support.

A GREAT INCREASE IN EXPENSE.

Though many of the arguments against annexation made at the public hearings given by the commission were superficial or based upon imperfect information, there are strong reasons, as it seems to us, why such a change in existing methods of local administration is, for the present at least, undesirable. As a factor of primary importance, it must be pointed out that it could hardly fail to materially increase the cost of governing the metropolitan district. If the city of Boston took in this entire area, the various public services now carried on by the twenty-eight suburban cities and towns would then have to be considered Boston public services. The schools, the police, the fire departments, the street and health departments, would immediately become branches of similar departments having their centre of control at the Boston city hall. This would doubtless bring about unity of action ; but one of the features of this unity would be uniformity of pay. At the present time a teacher in a public school in West Roxbury or Dorchester receives as large a salary as one of a similar grade who is teaching in a school at the South End or the North End of Boston proper ; while the police, the permanent firemen and the employees of the street and health departments are paid so much per day, week or month, without regard to the part of the city in which they are called upon to do their duty. Outside of Boston, however, the remuneration given to public employees is on a different and decidedly lower scale. These differences would have to be adjusted, either by cutting down the pay of those who were serving in old Boston, or by bringing up to the Boston level the pay of those doing public service in the newly annexed districts. In practice the latter

method would probably be found to be the only one possible of adoption. The school teachers, the police, the firemen, etc., of the out-districts would not be discharged in order to obtain, by the employment in their places of persons of greater capability, the value of the higher wages; the only change would be that the old employees would have their wages raised to the Boston level. Thus, without any increase in efficiency, an increased demand, equivalent to many hundreds of thousands of dollars a year, would be quickly thrown upon the treasury of the newly created city. When it is taken into account that the municipal services to which we have referred call, in Boston and in most of the other municipalities, for an outlay representing more than half of the annual cost of government, and that the scale of pay given in Boston is from ten per cent. to forty per cent. higher than that given in the suburban towns and cities, it is easy to realize that this certain added cost would much more than offset any gains or savings that could come from the simplification and consolidation of administration.

THE CHARACTER OF SUBURBAN DEMANDS.

To this increased cost would have to be added the expense of supplying the annexed municipalities with needed public improvements. If all sections of the metropolitan district were parts of a common city, there would be no reason why the school buildings, the fire-engine houses, the streets, the sidewalks, the sewers and the water supply of Dorchester should be any better than those of Dedham, Watertown or Saugus. Throughout the entire district, from Swampscott to Hyde Park, from Waltham to Quincy, demands would be made for those public improvements with which a great city is supposed to supply its people, and which have already been provided to quite an extent to the citizens of Boston as that city is now constituted. To meet these demands, even in a relatively moderate manner, would involve either an increase in the rates of taxation, so far as Boston was concerned, or the use in the out-districts of money which, but for annexation, would have been spent for public improvements within the present limits of that city. Neither of these methods can be considered

satisfactory; and yet, as we know from experience following the annexation of Dorchester, West Roxbury and Brighton to Boston, the adoption of one or the other or both of them would be inevitable.

THE AREA TOO GREAT.

Many of the necessary public works of a great municipality would call for exceptionally large outlays if the entire metropolitan district had to be treated as a single city, in consequence of what would be its sparsely populated character. Many and perhaps most of the public services which distinguish a modern city from a country town are made economically possible only by density of population. The area of the metropolitan district is greater than that of any city in the world. It is nearly forty per cent. larger than the area of Chicago, and is more than twice as large as metropolitan London, with its five millions of people. Greater Boston, as suggested, would have a population of about one million, or, on the average, six inhabitants to the acre. If the gauge of public needs in a district thus thinly populated, having less than one-third inhabitants to the acre that the city of Boston has, were the standard of public service set in a well-settled city,—and this we imagine would be what many would expect,—the effort to meet in a mild way these expectations would impose a heavy burden of expense upon the municipal treasury. As will be seen by referring to pages 49 and 60, Appendix A, a city in England is not permitted to annex a sparsely populated district. This restriction is imposed for the benefit of the cities, for the reason that the cost of public improvements is often determined by the area covered rather than by the population; hence the annexation of a rural district, while adding little to the tax income of a city, will in most instances occasion disproportionate expenditures.

IMPERATIVE NEEDS OF THE MAIN CITY.

We have already referred to the fact that, with few if any exceptions, the welfare of the people living in the suburban cities and towns is dependent upon the prosperity of Boston. How many, however, take into account the serious injury that

may be caused to the entire metropolitan district if the financial resources of Boston are so far exhausted, by diversion to suburban uses, that the city cannot carry on the work needed for its own proper development? The business needs of Boston make it necessary that a reasonably low rate of taxation should be maintained, while they also require that trade and transportation facilities should be promptly provided whenever and wherever the want of them is made manifest; hence a disproportionate diversion, for purposes of suburban development, of the money collected in taxes by the city, may be of distinct disadvantage to Boston business men, even when they reside in those suburban districts where a large part of the money is spent.

This financial side of the question of annexation is probably its most important side, since no citizen of the metropolitan district, no matter how humble he may be, can properly afford to support a movement that would prove injurious to Boston as a great business centre. Of the other phases of the subject, perhaps the most important is the effect that general annexation would have upon municipal administration.

DANGER OF HAVING TOO LARGE A CITY.

It is generally conceded by all American authorities who have recently written on the subject that in the efficient administration of large cities the English have of late succeeded much better than we have. While, as the statements made at our hearings abundantly prove, there are a great many who believe that a large city in this country cannot be wisely and honestly governed, that the proper control of American cities, in spite of numerous experiments, is still an unsolved problem, it is recognized that in Great Britain large cities such as Glasgow, Birmingham and Manchester are controlled in a manner to command general approval. But our English cousins are gradually coming to believe (as will be seen by referring to pages 60, 62 and 64, Appendix A) that, if efficient and popular administration is to be continued, it may be necessary to impose some limit upon the size of the community that is brought in all respects under the direct control of a single municipality. There is already with them a

growing tendency favoring the establishment of municipal divisions, for the purpose of permitting of local self-control, on the ground that in this way the people are brought closer in touch with those whom they elect to manage their local affairs.

We have here, outside of Boston, twenty-eight independent municipalities, with populations ranging from one thousand to eighty thousand. Each city or town has its own peculiar local needs and aspirations, which are known to its own people much better than they are or can be known to those who live outside of its borders. Combined with these needs, and an intimate personal knowledge of them, is a great and commendable amount of local pride and public spirit. These are mental and moral qualities altogether too valuable to be summarily brushed aside, particularly as it is by no means certain that they could be replaced by an equal degree of interest in and devotion for a great city, of which their little community would form but an inconspicuous fraction.

ADVANTAGES OF LOCAL CONTROL.

The comfort and happiness of a citizen, so far as these are determined by governmental action, are frequently much more immediately dependent upon the small than upon the large incidents of official administration. Such matters as the proper care of his street, its lights, trees and sidewalk, the satisfactory removal of garbage and ashes, the abatement of small nuisances or the correction of what he considers defects at the public school which his children attend, — these and countless other minor questions are the subjects which are constantly forced upon his attention. It is obviously easier and more satisfactory for him to bring his grievances of this class, when he has them, to the notice of his neighbors who constitute the local authorities, than it would be to wait in the anteroom of some head of a department at the city hall in Boston, and afterwards endeavor, in a brief interview with an unknown and overworked official, to establish the justice of his complaint. In a great city, having an area more than six times that of the present area of Boston, there would be, of course, district superintendents; but these would not be as closely in

touch or as responsible to the individual citizen as his own local authorities.

BELIEF IN HOME RULE.

It is a fact worthy of special emphasis, that, so far as our public hearings could be said to develop expressions of local public sentiment, they brought out in a striking manner a confidence in, loyalty to and enthusiasm for the municipal form of home rule. Not only was it asserted in most of these municipalities that the choice of local officials was made without regard to political considerations and largely on the score of merit, but there was also shown a praiseworthy belief in the honesty and sagacity of these elected public servants, which unfortunately does not, as a rule, find its parallel in the experience of the people of Boston. The confidence in the former, as well as the want of it in the latter case, may be undeserved and misplaced; but certainly a system of annexation which led to the substitution of common skepticism for this general belief in official probity would be a change of feeling greatly to be deplored.

CHAPTER III.

THE COUNTY FORM OF UNION.

While, as we have already pointed out, there are weighty objections to be urged against any present attempt to form one great city by uniting the municipalities that make up the metropolitan district, and while it is questionable whether any scheme of partial annexation would find public favor, it must be apparent to those who carefully consider the subject that the towns and cities of this district have a large and increasing number of common interests, for the proper development and regulation of which some system of control should be provided, in harmony with the traditional New England methods of government.

With the exception of Lynn, Waltham, Woburn and possibly Quincy, none of these municipalities possesses large business interests which give to it, apart from Boston, a distinct individuality. Most of them are either the homes of those who find daily employment in Boston, or the fields of industrial activity of those who supply the great central city and its dependent suburbs with their daily supply of fresh food. Even with the exceptional cities we have referred to there is a strong bond of business interest which unites them closer to Boston than to any other of the surrounding municipalities.

While all of them are justly proud and jealous of their local independence, the State has recognized, and they have realized, that there are a number of subjects for executive and legislative action, subjects that vitally concern their welfare, which are so far-reaching in their character that no single municipality can hope to successfully cope with and master them. These broader problems have been met in Massachu-

setts in two ways : first, by the establishment of a county system of control ; and second, by the creation of metropolitan boards of commissioners.

OLD COUNTY LINES.

Following in historical order, it may be said that as early as 1643 the General Court realized that some broader form of local control than the township was needed for government purposes, and on this account in that year divided the Massachusetts Bay Colony, of which the metropolitan district forms the central part, into four counties, viz. : " Suffolk, with Boston at its head, and seven other towns ; Norfolk, with ' Salsberry ' at its head, and five other towns ; Essex, with Salem at its head, and seven other towns ; and Middlesex, with Charlestown at its head, and eight other towns." The county of Suffolk as then laid out included, besides Boston, Roxbury, Dorchester, Dedham, Braintree (then including Quincy), Weymouth, Hingham and Nantasket. As the town of Dorchester at that time covered not only the district which now goes by that name but also Milton, Canton, Stoughton, Sharon, Foxborough and a part of Wrentham, extending, in fact, to within one hundred and sixty-five rods of the Rhode Island line, the county of Suffolk then embraced the greater part of what is now Norfolk County. Charlestown at that time included practically all of Somerville, Everett, Malden, Medford, Melrose, Winchester, Wakefield, Stoneham, Wilmington and Burlington ; while Cambridge took in Brighton, Newton, Arlington, Lexington, Bradford and Billerica. Essex County included then the country between the Chelsea or Revere border — which then belonged to Boston — and Salem, while Norfolk County covered the district near the mouth of the Merrimac River.

The reason for laying down these lines of demarcation as they were drawn more than two hundred and fifty years ago is apparent to those who have studied the early records of the colony, and hence are aware of the extraordinary barrier to travel, business and easy communication which, in the absence of bridges, a deep river occasioned. The aim of the colonial draftsmen seems to have been to join those sections together

where the problems of water transit were not of serious importance; for the direct passage by boat from Boston to what is now Cambridge was in stormy weather attended with not a little danger.

ESTABLISHMENT OF COUNTY COURTS.

At the time these counties were created, and later by the "General Laws" revised by order of the General Court in 1658, a large degree of local control was accorded to the county authorities. The county courts, where sessions were held by the elected magistrates and their associates, exercised an administrative control over the affairs of the respective counties far greater than that which, for many years past, has been possessed by the county officers of this State.

From time to time since these county lines were laid down they have been altered to meet the requirements of new conditions. Norfolk County, the county of the North folk or North men, is no longer near the mouth of the Merrimac and north of the county of the South folk, but, in contradiction of its meaning, is on the south shore of Massachusetts Bay; while the annexation of Roxbury (which formerly included West Roxbury) and Dorchester to Boston has deprived it, as the annexation of Brighton and Charlestown has bereft Middlesex County, of municipalities which had been among their most important possessions. The county lines of the metropolitan district as they now exist are substantially those which were thought, when the last revision took place, in 1793, to best represent local needs and common interests. Let us briefly consider how these county divisions apply in the metropolitan district.

SUFFOLK COUNTY.

Suffolk County embraces Boston, Chelsea, Revere and Winthrop. As the last two towns were formerly parts of Chelsea, and as Chelsea until 1739 belonged to Boston, they were included, and have always remained, in Suffolk County, as originally laid out. At the present time the board of aldermen and the board of street commissioners have, with some trifling exceptions, all of the duties and powers of county

commissioners over Boston; the city auditor and treasurer are the county auditor and treasurer; and, on the understanding that Boston is to assume the county expenses, the other municipalities take no part in the county business, except that their people are permitted to vote for county court officers. With Revere and Winthrop the duties of county commissioners are performed by the commissioners of Middlesex County, at the expense of the two towns; hence these towns may be said to be in two counties, — for court purposes in Suffolk and for other purposes in Middlesex. It will be seen that the entire arrangement is of an illogical, makeshift character, and can only have been continued because outside of the county courts the old work of county government has been practically discontinued.

NORFOLK COUNTY.

Norfolk County has twenty-seven towns, of which five, Brookline, Dedham, Hyde Park, Milton and Quincy, are in the metropolitan district. The county extends from Cohasset on the north-east to Bellingham, at the Rhode Island border, on the south-west. Except so far as some of the more distant towns are in a lesser degree tributary to Boston, the five municipalities in the metropolitan district have little interest in common with their county associates. Bellingham and Wrentham have a closer natural affiliation with Providence, R. I., than they have with Quincy and Brookline. This last-named town has been, by the annexation of West Roxbury to Boston, entirely cut off from Norfolk County; it has no direct and convenient means of access to the shire town, and little if any interest in the rest of the county; so that the fact that under such conditions it has continued for the last twenty years to remain without protest in the county, shows both the force of habit and the all but complete decay of the old theories and methods of county administration. The other four municipalities — Dedham, Hyde Park, Milton and Quincy — are more closely grouped together and more nearly connected with the rest of the county; but their connection with and interest in it are not to be compared with their connection with and interest in Boston. While the latter relation

is constantly growing, as they become, with improved means of transportation, more and more the residences of those whose living is made in Boston, the strength of the former tie is constantly decreasing.

ESSEX COUNTY.

Essex County has thirty-five towns and cities, of which the four in the metropolitan district, Lynn, Nahant, Saugus and Swampscott, are located in what might be called the pan-handle of the county, which, broadening out at the north of Lynn, extends from Rockport on the east to Methuen on the west, and to Amesbury on the New Hampshire border line. Essex is a more compact, homogeneous, and, in consequence of railroad connections with its shire town, a more logically constructed county than Norfolk. None the less it is too evident to need argument that the four municipalities we have named as coming within the metropolitan district have far more interests in common with Revere, Melrose and Boston than they have with Salem and Beverly, to say nothing of Newburyport, Merrimac and Andover. In their future development they must inevitably establish closer ties with the municipalities to the south of them, and to the extent that they do this, must weaken the ties which bind them to their present county relations,—ties which any one who studies county reports will see are, outside of the courts, fictitious in the extreme.

MIDDLESEX COUNTY.

Middlesex County, in both the north and south districts, has fifty-four towns and cities, of which sixteen, Arlington, Belmont, Cambridge, Everett, Lexington, Malden, Medford, Melrose, Newton, Somerville, Stoneham, Wakefield, Waltham, Watertown, Winchester and Woburn, are in the metropolitan district. Middlesex covers an area almost as large as Essex and Norfolk combined, extending from the borders of New Hampshire almost across the State to within a few miles of the borders of Rhode Island, and westward to Ashby, which is north of the city of Fitchburg. What we have said concerning the present absence of common interests in the formation

of Norfolk and Essex counties applies with even greater force to the metropolitan municipalities of Middlesex County, most of which have grown at a prodigious rate within the last two or three decades, as the direct result of the overflow of population from Boston. The citizens of these fast-growing towns have little knowledge of or association with the twenty or thirty other county towns. For all except court purposes the county, so far as their interest in it is concerned, might just as well not exist.

WHY COUNTY GOVERNMENT IS UNPOPULAR.

In each of these three counties the citizens go annually to the polls and—particularly in the metropolitan district—vote for county officers whom they do not know, in most instances have never heard of until their names have been brought forward as candidates, and who are elected to perform duties of which not one citizen in five hundred has any definite knowledge. A political system which attempts in this way to unite communities that have absolutely no common interest under a form of government that is strikingly wanting in the safeguards of clear comprehension and direct responsibility can hardly fail to prove unsatisfactory. If county administration is not at present popular in this State, the reason for disfavor can probably be found in the conditions under which it is now carried on.

GOVERNMENT BY METROPOLITAN COMMISSIONS.

If the metropolitan district, instead of being divided between four counties, had formed one county, there is not the least doubt that when a few years ago the question of providing a general sewerage system came up, the work of supplying it would have been made, by an enlargement of functions and authority, a county matter. It was not at that time foreseen that this metropolitan work would be shortly followed by a metropolitan park scheme, a metropolitan water project, and that later on it would or will have for its successors plans of a metropolitan character for main roads, the regulation of transportation, the preservation of health, the control of contagious

In Essex County, out of the thirty-one towns of the south district, the four towns of the metropolitan district recorded, in 1893, thirty-six per cent., and in 1894 thirty-one per cent., of the deeds recorded, and nineteen and eighteen per cent. respectively of the probate matters recorded, — in the latter case the comparison standing for the entire county, with its thirty-five municipalities.

It may be said that on the basis of population these comparisons are about as they should be, for sixty-three per cent. of the inhabitants of Middlesex County are in the metropolitan district, as are also forty-five per cent. of the population of Norfolk County and twenty-one per cent. of the people of Essex County. If, however, the court business of about two-thirds of the people of Middlesex County and nearly half of Norfolk County can be better served by having their county court houses located in Boston, instead of in East Cambridge and Dedham, a strong reason exists, apart from others, for making the change. When it is further shown that this change can be made and yet afford the rest of the counties, with their great areas of comparatively sparsely settled territory, quite as convenient shire towns as they now possess, a serious objection to the change, which might otherwise come from those living in these counties outside of the metropolitan district, should be removed.

INCONVENIENCE OF PRESENT ARRANGEMENTS.

To a great many of the residents in the Middlesex County part of the metropolitan district East Cambridge is not a convenient point for court purposes. The place is directly reached by a way station on one of the five main lines of steam railway which supply transportation to the people living in this part of the district. With most of those who have, for any purpose, to visit the court house, it is necessary that they should come into Boston and take the street cars across Charles River into East Cambridge. When, as sometimes happens, citizens of Newton, for example, have to do jury duty in Lowell, the inconvenience is raised to the height of absurdity.

The Norfolk County court house is even less conveniently

situated for the citizens of Brookline and Quincy. To reach the shire town of Dedham it is necessary for the residents of those municipalities to come into Boston and take the steam cars to their destination. With quite a part of Milton the same statement holds good, so that two towns, Hyde Park and Dedham itself, having not a third of the inhabitants of the five interested municipalities, are the only ones that are fairly served by the existing arrangement, and, as the lawyers resident in these places almost all of them have their offices in Boston, the convenience to them of existing conditions may be more apparent than real.

It is probable that, so far as ease of access is concerned, the court house at Salem can be reached by the citizens of Lynn, Swampscott, Saugus and Nahant as readily as one would be that was located in Boston; but here again, as we have said above, those representing the professional interests of these four municipalities are gradually doing more and more of their daily work in Boston, and it is there and at a court house located there that they could best serve the legal interests of their immediate neighbors of Essex County.

The inconvenience of present conditions is recognized and admitted by the bench as well as the bar. It is of daily occurrence to have matters which should be proceeded with before a judge sitting in the court house of one of these three counties taken up and acted upon in Suffolk County, for the reason that such a geographical disposition of the case is of convenience to the judge, or the counsel, or those whom they represent, or to all parties concerned.

THE DIVISION OF COUNTY EXPENSES.

The changes we recommend would deprive the three interested counties of a large portion of the taxable wealth they now possess, and would take from one of them all, and from another the greater part, of the county buildings. How, it will be asked, are county affairs to be properly carried on after such a reduction in income has taken place, and what amount and form of compensation are to be given for county property thus assumed? An analysis of civil and criminal court, jail and house of correction expenses, if it could be

made, might show that the county taxes paid by the cities and towns of the metropolitan district were proportionately no larger than the amounts that had to be spent by the counties on their behalf; but, as the result of investigation, it was found that a classification of the residences of those involved in criminal and civil court proceedings and of those serving out sentences in the county jails and houses of correction would be of doubtful accuracy, while the work of preparing it would be so laborious that it would not pay to undertake it. It may, however, be safely assumed that, if the towns and cities in the neighborhood of Boston have made large annual contributions to the treasuries of the counties of Middlesex, Norfolk and Essex, they have also been responsible for a large part of the litigation that has come before the courts, and have, besides, furnished their full quota of criminals and inmates of the jails and houses of correction. There is no reason why the country districts of these counties should call for any larger court and criminal expenditures than similar districts in Franklin and Berkshire counties.

It is found in the experience of county changes in England (see Appendix A, page 65), and we believe the same rule would hold good in this country, that, if the municipalities of a size and density of inhabitants to be graded as cities are cut off and separated from the rural parts of a county, the saving in the expenses of court and reformatory institutions is more than equal to the loss in tax income; in other words, that these more densely settled sections, with the social conditions inseparable from them, impose by their connection a disproportionate expense upon the county.

THE QUESTION OF COMPENSATION.

If the court houses and other county property of Middlesex and Norfolk counties are included within the borders of this new county, it will be necessary for the latter to make due compensation. The value of this property, as estimated by the county authorities, will be found given in Appendix E. It might also be necessary to arrange for the temporary common use of the court houses during the period of readjustment.

That such a change will involve considerable expense is a fact that must be fairly faced. Still, it must also be remembered that every year of delay will tend not only to increase existing inconvenience but add to the expense of correcting it. Large and costly changes are now being made in the court house at East Cambridge, the expense of which may in part be saved if the plans which we recommend are carried out with reasonable expedition. Expensive additions have recently been made to the court house at Dedham; but before long it will be necessary to spend a large sum of money in providing suitable accommodations for the registry of deeds. For these reasons there is apparently no time in the future when the proposed change can be made as economically as at the present time. The concentration of court work in Boston will unquestionably call for larger court accommodations in the centre of that city. But this outlay, together with the loss incident to the disposition in some way of court buildings in East Cambridge and Dedham, having once been met, the million of people resident in the metropolitan district will have brought their county affairs for the first time into logical, consistent and harmonious relations, by means of which they can be carried on in the future with greater ease, convenience and economy than has ever been possible in the past.

THE NEED OF COUNTY CONTROL.

We have referred at this length to what may be called the court features of county service, because to most persons these are regarded as about the only characteristics of county work; and we have been desirous of emphasizing our opinion that, if the change proposed were confined strictly to these functions, it would be one which existing conditions would amply justify. But, as we said at the outset, we believe the time has come when, in a county such as that proposed, the scope of county authority should be enlarged by including under it those already created public services which are metropolitan in their character, with such other public duties manifestly beyond the range of individual municipal action as may from time to time be added. Thus, while preserving local initiative and local autonomy in all matters where the service can

be undertaken and carried on by the respective cities and towns working within their own borders, a representative authority would be provided for the consideration and execution of those larger undertakings, the imperative need of which has been forced upon our people in the last few years, and which in the years that are to come are certain to find further exemplifications.

A DEPARTURE FROM HISTORICAL POLITICAL PRINCIPLES.

It has been already said that the creation of metropolitan boards of commissioners to execute these large enterprises was obviously due to the fact that no proper authority existed upon which this duty could devolve. These boards have carried on their work in an admirable manner, but their creation by act of the Legislature and the appointment of their members by the chief magistrate of the Commonwealth have constituted a wide and serious departure from the political principles upon which this State and nation are founded. It was evidently the idea of those who first framed the county regulations of Massachusetts that the county governments — the county courts, as they were called — should perform the work which was local, so far as the General Court was concerned, but general so far as concerned the municipalities; and the question which now presents itself is, Is it not wiser and better to continue to follow our old traditional methods, rather than permanently adopt a new system of government, which resembles much more nearly the practices that were established in France by the first Napoleon than those to which, from the earliest historic times, our race has steadily adhered?

A system of metropolitan control which permits the Legislature, representing the entire Commonwealth, to tax the people of a district not for State but for local purposes, and then, having deprived them of all but a fractional voice in the levying of the tax, decrees that the money shall be spent by those whom the payers of the tax have no voice in appointing and over whom they can exercise no control, is not a system which can be reconciled with American political methods. That good work has been done under it is not an argument in its defence. The autocratic administration of St. Petersburg

is said to work well ; we know that Paris, where the all-powerful prefect is appointed by and is responsible only to the French minister of the interior, is a well-governed city ; but are we prepared to copy these old-world and anti-republican systems, and admit that our own methods of representative government are a failure, even when applied in an area such as the metropolitan district of Boston, where the average of public spirit, honesty and intelligence is probably higher than in any similar area in the entire United States? Besides this, it is a well-known experience that, while such commissions, when first created, under the full light of great public interest in their work, have exceptionally able men upon them, the tendency, with time and popular indifference, is to have the vacancies annually occurring filled by men who seek them as a reward for political services.

THE OBJECT OF REPRESENTATIVE POLITICAL METHODS.

It is stating an elementary and almost self-evident proposition to say that popular representative institutions are maintained even more for their general effect upon the people than for the high quality of government work which they secure. If participation in the public affairs of our State were limited to eight or ten thousand of the most intelligent citizens in the Commonwealth, it is reasonable to suppose that the restriction might result in certain improvements in the legislative and administrative branches of our government ; but this gain would be made at the sacrifice of our political principles. All over the world the democratic theory of control is making headway, because it is realized that the political education and contentment of the people are even more essential to continued public well-being than a perfect administration, and that this education and contentment can best be obtained by giving to the people the fullest opportunity to govern themselves. This is the theory upon which our political institutions are founded ; it is this that has won for these institutions the praise of foreign observers, from De Tocqueville to Bryce ; and we cannot now afford to abandon this principle in the control of those public affairs which come between the town and the State.

RE-ESTABLISHING A NEW ENGLAND SYSTEM.

Assuming that the people of this metropolitan district wish to govern themselves, how are they to proceed with this work? For the people of the proposed new county to elect — following the present county practice — three county commissioners would be a wholly unsatisfactory method. In some parts of the State the government of the counties by commissioners may be acceptable and popular; but it certainly is not so in the district we are considering, where it is felt that these three officials, elected one each year and practically accountable to no one, do not constitute the form of control that the people desire. What is needed is the re-establishment of an old New England method, the re-creation and extension of our ancient county courts; or, to use a modern and less ambiguous name, the formation of a county council.

In Appendix A, page 73, is given a brief account of the system of governing English counties which was introduced a few years ago, and which there, as it would be here, was in certain ways a reassertion of an old and for a long time unused form of control.

GOVERNMENT BY COUNTY COUNCIL.

The county council of the metropolitan district should represent the people of that district, and, in order to properly do this, it should be a reasonably large body. In point of population the district would at present be nearly equally divided between Boston and the outlying towns and cities, the average increase of the latter being, however, far more rapid than that of the former. The census taken last May gave about 500,000 people to Boston and about 500,000 to its out-districts; but the next State decennial census will probably show that the former has not over 625,000, while the latter may have more than 750,000 inhabitants. A great and growing community such as this, made up of different municipalities but having a number of important common interests, cannot be properly represented by a group of three county commissioners. The county council should be large enough to bring its members into touch with the people whom they represent.

SUGGESTED METHODS.

It does not seem to us expedient, or at this time necessary, to formulate and lay down the statutes in accordance with which such a body should be created. As will be found further on in our recommendations, it is our belief that, before treating of these matters of detail, it would be better to obtain from the people of the metropolitan district their opinions on the merits of the general proposition. We can, however, mention a number of ways in which such a county council could be formed. One plan would be to have it consist of the mayors of the cities and the chairmen of the boards of selectmen of the towns, with — in the case of the large cities — one added representative, taken from the board of aldermen, for each fifty thousand or fraction thereof of population. That is, under such an arrangement, Boston would have eleven councillors, Cambridge and Lynn three each, Somerville two and the other municipalities one each. Such a body would be a distinctly official assembly; but, in order to insure continuity of service, it might be necessary to have elected at large ten, fifteen or twenty associate members, either by the council itself or by the general vote of the people, these to be connected with none of the municipal governments, and to serve for a term of three years. An alternative plan would be to have each municipality choose its own councillor or councillors, each city or town to have one, with one added for each thirty, forty or fifty thousand (as might be advisable) of inhabitants that it possessed. Another plan would be to have each municipality, irrespective of size, represented by a single councillor; and the antithesis of this is to have a councillor chosen from each representative district in the metropolitan district, or possibly to have the senators and representatives chosen to the Legislature from the metropolitan district also act as county councillors. Another plan would be to have these councillors, to the number, say, of sixty, chosen at large by the votes of the entire district, possibly one-third retiring annually; while still another method would be to arrange to have — in view of the importance that financial questions would assume in the carrying on of county work — a representation based in part on the

valuation of a municipality, so that a community which contributed, say, five times as much as another in meeting the cost of a county undertaking, should have more to say than the smaller contributor as to the amount of money to be spent and the manner of spending it.

These are a few suggestions as to the manner in which the county council could be formed. We neither approve nor disapprove of any of them, believing that they are matters of detail, the settlement of which should not be attempted until after the question of whether or not a county should be formed has been submitted to the people for their decision.

EXECUTIVE AUTHORITY.

Granting that a county council was formed, its functions would of necessity be of a legislative character. It would meet from time to time, perhaps once a month, or possibly once a quarter, to take up and act upon such matters of a legislative character as the General Court delegated to it. The executive work would be performed by administrative officers, who might be—though this again is a matter of detail—chosen by and be responsible to the council, or who might be appointed by such presiding officer as the council chose to elect.

RANGE OF COUNTY COUNCIL DUTIES.

To an organization thus formed, consisting of a county council and its executive, would be transferred whatever is distinctly county work in the metropolitan district, together with such services as are now performed by the Metropolitan Sewerage Commission, the Metropolitan Park Commission and the Metropolitan Water Commission. We are well aware that the areas of the three last-named departments of public work are not conterminous. So far as the park area is concerned, the contributions of the towns outside of the metropolitan district might be allowed to lapse; for they are too insignificant a part of the whole sum annually collected to make their retention or loss a matter of the least moment. With the sewers and water areas the case is different; but the work on the former is now practically done, while the latter could be

carried on under the law of 1895 quite as well by a board of works responsible to the county council as by the present Metropolitan Water Commission.

We imagine that, when an evident need arose, the county council, with the permission of the Legislature, would assume other duties that were undeniably of a metropolitan character. We should expect to see the maintenance of the main highways, or great business roads which pass through two or more municipalities, made a duty of the county council, possibly questions of metropolitan transportation, as well as the care of the rivers and watercourses, and questions of surface drainage where the interests of two or more towns were affected. All of these matters are subjects which the municipalities in their individual capacity cannot efficiently act upon. Under the arrangement which we suggest the local independence of the various municipalities would be assured, since the burden of proof would be thrown upon the county council to show, when it proposed to obtain legislative sanction to undertake a new public service, that this was, first, of a general character, and second, could be better performed by it than by the various cities and towns acting on their own account. But, even with this qualification, no one who goes carefully over the field of public needs and public services can fail to see that there are duties which now rest unperformed in this metropolitan district because it is beyond the power of the separate cities and towns to properly execute them. It may be said that when these become sufficiently pressing they will be taken up by the State government; but that is to have recourse to a demoralizing form of relief; and, furthermore, as Hon. Robert P. Porter has recently said, in an article in the "North American Review," on "The municipal spirit in England," quoting from Mr. John Morley, "You may safely entrust to local bodies [meaning such a body as we now propose] powers which would be mischievous and dangerous in the hands of the central government." This is a political truth of deep significance, for at any time needs may arise that might be safely and wisely met by such a government as that which we propose, but which would not readily lend themselves to this form of treatment if undertaken by the State government.

THE SENTIMENTAL SIDE OF THE QUESTION.

One objection which may be raised against this county form of government for the metropolitan district is that it does not recognize the sentimental side of the question. What, it will be claimed, is wanted for Boston is the credit in the world of business of having a million of people. Whatever advantages, it will be said, the county plan may have in the way of administrative reform, it will still leave Boston a city of no more than five hundred thousand inhabitants. In one sense this statement is true; but in another it is not a correct presentation of facts. What the world has thus far failed to fully recognize is, that Boston, unlike almost all other American cities, is a great commercial centre, with half of its people residing in the rural and semi-rural communities by which it is surrounded. The union of these interested communities in some well-defined local form of control will give to the world that knowledge of their collective importance which it cannot have so long as they are politically as independent one of the other as though they were located a hundred miles apart. It is the county of London, with its five millions of inhabitants, and not the city of London, with its forty thousand people, that is the great metropolis of England. If, as has been suggested, the new county was called the metropolitan county or the county of greater Boston,—titles not only definite in themselves but much more appropriate than what are with us the meaningless and geographically misapplied terms, Suffolk, Norfolk, etc.,—it would be the collective importance of the group thus designated that would be made manifest. In comparative statements of population, it would be metropolitan Boston or greater Boston, and not municipal Boston, that would be tabulated; for all would realize that, in the main essentials of social and industrial union and political organization, this was one community, and was only kept locally separated for administrative purposes. This winter the British Parliament is to consider the advisability of dividing the county of London into fifteen or more locally independent cities, and of according to the municipalities thus created quite a number of the powers now vested in the county of

London. This change will not, however, take from London its reputation of being the greatest city—for that, though it is a misstatement, is the term commonly employed—in the world. With us, too, under this metropolitan form of control Boston will be known to the outside world, which has little knowledge of local political divisions, as a city of a million of people, a definition and enumeration in all respects as exact as that which has been given to London. On this ground it seems to us that the sentimental influences have been safeguarded by the plan which we propose, and this, too, without the uncertainties which might attend a more radical form of consolidation.

THE OBJECTS TO BE ATTAINED.

It has been our effort to outline a method of government which would, at one and the same time, stimulate the enthusiasm which those whose interests centre directly or indirectly in that city should have for Boston and for all that makes for her greatness and prosperity, while conserving the admirable and strongly developed wish for local self-control which the people of the outlying towns and cities now so generally possess,—a method which would, while attaining these ends, be also in full harmony with American political principles, and be in all respects calculated to give to the people whose affairs we have been considering a wise, progressive and popular form of administration. We think all this can be secured by the metropolitan form of control, and, thus thinking, we believe that the people directly interested in the subject should be asked, in accordance with the bill which we herewith submit, to vote at a special election, yes or no, on the proposition of whether they wish to have their various cities and towns brought together into a distinct and legally defined metropolitan district.

CHAPTER IV.

RECOMMENDATIONS.

For the purpose of carrying out the changes proposed in the foregoing pages, we recommend to the General Court the adoption of the following law : —

AN ACT TO PROVIDE FOR THE CREATION OF A NEW COUNTY, WHICH SHALL INCLUDE BOSTON AND THE SURROUNDING CITIES AND TOWNS.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows :

SECTION 1. The territory referred to in this act as the metropolitan district is as follows, to wit: the municipal areas of Boston, Chelsea, Revere, Winthrop; Arlington, Belmont, Cambridge, Everett, Lexington, Malden, Medford, Melrose, Newton, Somerville, Stoneham, Wakefield, Waltham, Watertown, Winchester, Woburn; Lynn, Nahant, Saugus, Swampscott; Brookline, Dedham, Hyde Park, Milton and Quincy.

SECT. 2. On the thirteenth of May, eighteen hundred and ninety-six, there shall be submitted to a vote of the duly qualified electors of the aforesaid cities and towns, at a special election held for that purpose, the question, Shall a new county be formed of the cities and towns which make up the metropolitan district? On this question the electors voting shall vote yes or no.

SECT. 3. It shall be the duty of the secretary of state of the Commonwealth to prepare and provide properly printed ballots for the purpose of taking the aforesaid vote, to canvass the returns of votes cast made by the city and town election officers of the said metropolitan district, certify the same and make an official declaration of the result. In order that the proposition may be declared adopted, it will be necessary, first, that in a majority of the municipalities of the said metropolitan district a majority of the votes thrown shall be affirmative votes; and, second, that a majority of the votes cast in the entire said metropolitan district shall be affirmative votes

SECT. 4. If a sufficient number of the electors of the metropolitan district, voting as aforesaid, shall vote in the affirmative, the governor, by and with the consent of the council, shall, on or before the fifteenth of July, eighteen hundred and ninety-six, appoint a commission consisting of five

citizens of the metropolitan district, one at least residing in those parts of each of the counties of Suffolk, Middlesex, Norfolk and Essex that are within the said metropolitan district, which shall be known as the metropolitan county commission.

SECT. 5. The said metropolitan county commission shall prepare and report to the next general court, in the form of a bill, a method of county government for the metropolitan district, this to include the powers now exercised in the said district by existing county officers, whether exercised concurrently with other boards and officers or otherwise, as well as those now vested in the metropolitan sewer commission, the metropolitan park commission and the metropolitan water commission, together with such other public duties as in the opinion of the said county commission are general rather than local in their character. The method of county government thus prepared shall consist, so far as its legislative functions are concerned, of a county council, in which reasonable representation shall be accorded to each city and town in the said metropolitan district.

SECT. 6. The said metropolitan county commission shall also arrange for the transfer of the county property located in said metropolitan district to the proposed new county, shall indicate the terms and conditions under which such transfer may be made, and shall also report upon the increased accommodations needed in Boston to carry on the court business and registries of deeds of the said proposed new county.

SECT. 7. Pending final action upon this question, the county commissioners of Norfolk and Middlesex are prohibited from making more than ordinary and necessary alterations and repairs upon the county buildings situated within the borders of the aforesaid metropolitan district: *provided*, that nothing herein contained shall prohibit the continuance of work on new buildings under contract for construction at the time of the passage of this act

SECT. 8. This act shall take effect upon its passage.

In presenting the above measure for the approval and action of the Legislature, we think we have gone as far as it is desirable for us to go in the absence of an authoritative expression of public opinion. We feel convinced that the time has arrived for making the change we have suggested, and that if made it will be of great benefit, not only to the citizens of the metropolitan district but to the people of the entire State.

The method we have proposed of testing the public will on this subject is the well-known system of the referendum, modified so that there may be a double test, — a vote both by municipalities and by the people. In this way the objection is avoided that the vote of two or three of the larger municipalities, or the vote of Boston alone, might bring about the change, in spite of the opposition of nearly all the smaller

communities. It is obvious that the measure is one which must be accepted or rejected in its entirety, for the effective carrying out of the county system of control would not be possible if one or two municipalities, situated, perhaps, near the centre of the district, were to be omitted. Common action is needed, and we think that, if the subject is brought fairly to the attention of the citizens of the metropolitan district, an overwhelming majority of them will support it by their votes.

It will then rest with those who are to come after us to formulate a plan of control for the new county, which, while recognizing present needs and conditions, and according to the people of the district a responsible and representative form of government, will be in harmony with the time-honored political principles of this Commonwealth.

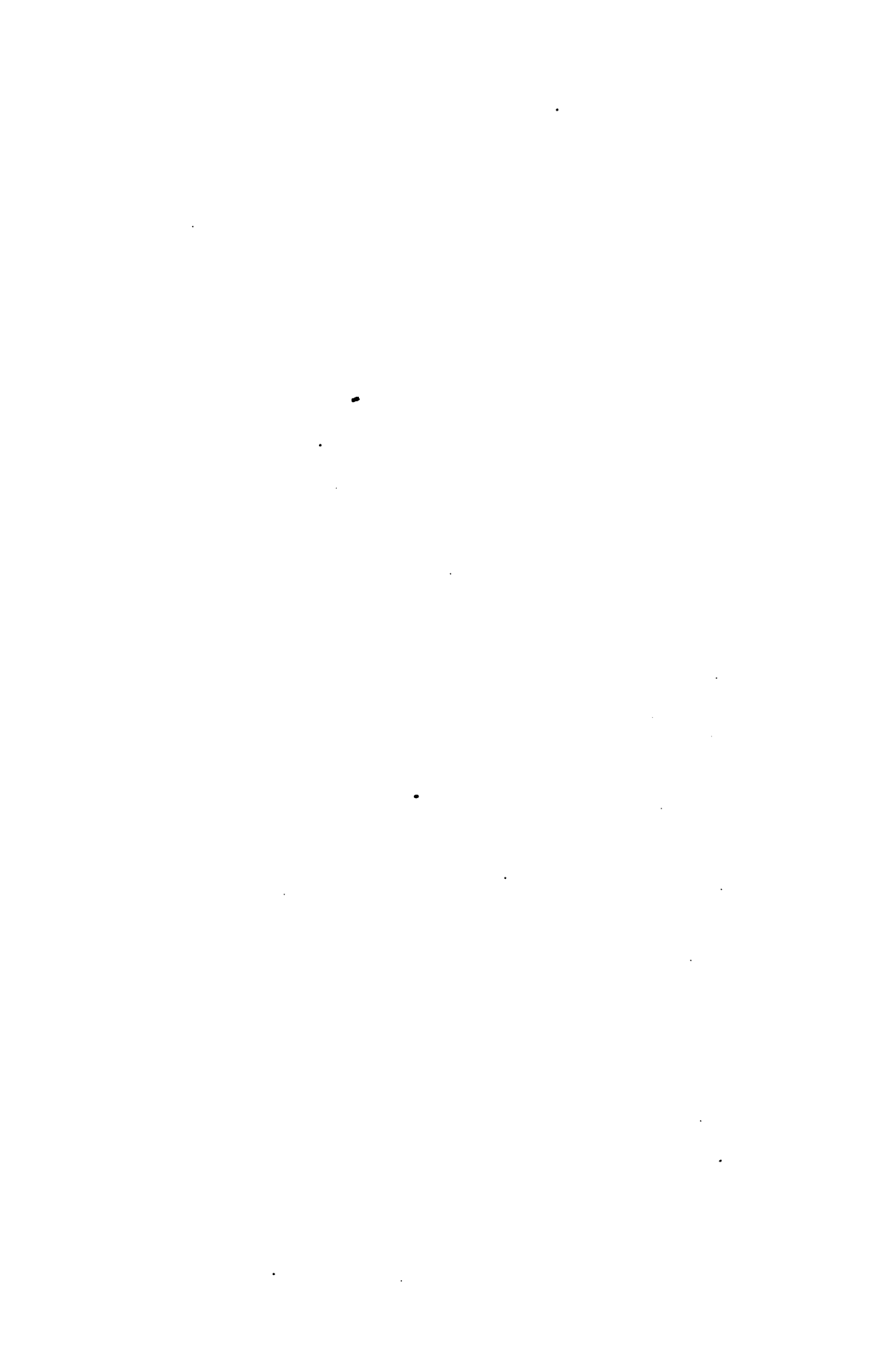
WILLIAM B. RICE.

OSBORNE HOWES.

WILLIAM POWER WILSON.

BOSTON, Dec. 30, 1895.

APPENDICES.



APPENDIX A.

FOREIGN MUNICIPAL METHODS.

REPORT MADE TO THE METROPOLITAN DISTRICT COMMISSION,
SEPT. 25, 1895,

BY OSBORNE HOWES,

ON THE MANNER IN WHICH THE PROBLEM OF MUNICIPAL EXTENSION HAS
BEEN TREATED BY CERTAIN EUROPEAN CITIES.

The result of an investigation made into the manner in which the cities of Great Britain have taken up and acted upon the subject of enlarging their areas brings out the fact, which should be stated at the outset, that the English municipalities differ widely, both in their methods of government and in their physical conditions, from the cities of the United States. One has forced upon him the compact, solid character of their cities whenever he approaches the outskirts of one of them, or, in the case of Edinburgh, goes to the top of Arthur's Seat,—the hill which the city has for its park, and which is high enough to allow one to look over its entire extent. From this point it can be seen that the rows of brick and stone buildings which line the city streets continue in an unbroken mass to where the country begins, and there the change is complete, open land used for grazing or farming purposes coming immediately after the rows of closely built structures, so that it would be almost possible to build a wall around the city where its distinctly civic character ends and have within that wall practically all of its people. There are, of course, exceptions to this rule, markedly so in London and to a less extent in Manchester, but even in these cases the people do not spread themselves out as they do in the United States; and hence there are not around these great English cities smaller cities such as Malden, Newton or Quincy, or towns like Belmont, Brookline or Milton, having over the greater part of their entire extent a distinctly rural character.

It is true that the tendency of the times in the great English cities is for those who can do so to live out of town, but relatively not to the extent that this tendency has controlled the actions of the wage earners and business men of Boston. Besides this, the English village is usually itself a compact cluster of brick and stone buildings, closely ranged together and having little of the attractive openness of the American country town. So far as the cities are concerned, the result of this condensation is shown in the restricted area which they cover. Cities having 300,000, 400,000 or even 500,000 people have, or have had, areas of only six or eight square miles; and some of those which by recent additions have now a territory no more than two-thirds that of Boston consider that they have enough space to provide for the needs of a population of over a million. This concentration of population has certain advantages in the way of municipal economy, as, for example, in the construction of sewers, streets and sidewalks and in the laying of water mains; for the expense is materially reduced when compared with the cost of performing similar services in a city where, on the average, each inhabitant occupies a much larger extent of ground space. Besides this, it makes the problem of street transportation a much simpler one, and may account for the fact that large English cities find it possible to profitably and satisfactorily maintain a public system of street transportation, with lines of track much less in mileage than are required for the needs of Boston and its immediate vicinity.

It is probable that this concentration of population, this tendency of a city to spread out in a compact form, is largely due to the system of taxation used for obtaining money for local purposes. There is no tax in England on personal property as such, and the towns and cities obtain the money that they require by levying a tax, or rate, as it is termed, not on the value of land and buildings, but on the income, actual or assumed, of the real estate. The tax upon a piece of property is so much upon its renting value; and it is obvious that an unimproved tract of real estate, used possibly for grazing purposes, can have but a very small renting value, and hence the owner or lessee of it can afford to carry it, in the hope of a future high rental, for a long period of time, because it may cost him no more in the way of taxes to do this than if it were fifteen or twenty miles distant from the centre of the town. When the pressure becomes sufficiently severe, he can lease the land for building purposes for a long term of years with a good return to himself; but until he is ready to make this change he may not be under the necessity, as he commonly would be in the United States, of utilizing his land, for the reason that he could not afford to continue to pay taxes based upon its value while leaving it in an unimproved condition.

Added to this are the easy conditions under which large and unproductive estates can be maintained so far as taxation is concerned. The owner in England of an estate consisting of his mansion and extensive gardens and park will often be called upon to pay a mere nominal rate in the way of taxation, when value of the estate is taken into account, for the reason that it is not a productive piece of property, and that no revenue is coming in from it upon which a tax can be demanded. This is stating the case in the extreme, because when land is obviously held back for speculative purposes, and its great value for business or residential purposes can be demonstrated, the overseers of a parish would probably feel justified in giving to it a theoretical rating out of proportion to the actual receipts obtained from it.

Here again an anomaly is presented in English municipal administration when this is compared with that of American cities. The assessment, and in some instances the collection, of the municipal income is commonly made by the overseers of the poor (the assessing officers of the parishes into which a city may be divided), and not by the municipal officers. The city treasurer informs the overseers that he needs so and so much money from the parish, and these officials proceed to collect it and turn it into the municipal treasury. Under recent law some of the cities now have charge of this matter; but with others, even where an opportunity for change exists, the municipal officials assert that they prefer to have the board of overseers do this work, as it relieves, it is said, the municipality of the disagreements that would arise if the citizens believed that their taxes were higher than they should be; for, instead of complaining to the municipality, the censure for this state of affairs, even though it may in part have grown out of the civic extravagance, is now frequently thrown upon the parish officials.

In most of the English cities uniformity of taxation does not prevail. It is often the case that each parish (and a municipality or a large town may be divided into a number of these) has a different rate of taxation; this growing out of the fact that it sometimes happens that the various districts of an English city have to pay for their own local improvements, such as paving, sewers, sidewalks, etc., the city government agreeing to maintain these public works when once they have been constructed. The matters of taxation are still further complicated by the large number of special rates that are levied; thus, in Liverpool, until the late change in the municipal law consolidating its system of taxation, there were separate taxes collected for eleven different objects.

From what has been said it will be seen that the physical and financial conditions which obtain in these municipalities are so

widely different from those which exist in the United States that it is not always possible to draw simple comparisons between civic action in one country and the other.

It may be stated, as a general proposition, that the leading public officials and the prominent business men of the great cities in England are believers, for what are admitted to be sentimental reasons, in the advantage of increasing the size and adding to the wealth of their several municipalities. They apparently hold that sentiment is a factor in trade which has to be respected and might just as well be cultivated; that, other things being equal, business tends toward the great centres of population, and hence it is the duty of the public-spirited citizen, if he can, to make of his town a great centre of population.

In carrying out this theory it was formerly necessary, when an English town wished to extend its borders, to apply to Parliament and obtain by special legislation the right to make an addition; but in 1888 authority was given to the imperial local government board to relieve Parliament of a large part of the trouble that was thrown upon it through these constant appeals by deciding, subject to parliamentary approval, whether a municipal extension should or should not take place, and the conditions under which, if made, it should be carried out. The present method of procedure, when an English city wishes to extend its limits, is to petition the local government board, which thereupon sends a commission of inspectors made up of men who, through long practice in this class of work, have grown to be remarkably proficient in it, while they are thoroughly impartial. The commission of inspectors examines the ground, hears the arguments for and against the change and draws up its conclusions, which are provisionally promulgated by the local government board, and, later on, submitted to Parliament for confirmation. The later action, in consequence of the rare good judgment shown by the local government board, is now largely a perfunctory proceeding. The local government board has the right, if it thinks it expedient to do so, to bring about a union of two municipalities even when the citizens of each of these are hostile to the consolidation; but in practice it has never yet pushed its authority to this extent, and has never forced one unwilling municipality to join another. What the commission of inspectors generally does, when in its judgment a union is desirable, is to see whether it is not possible to amicably arrange the conditions by means of which the consolidation can be brought about. Sometimes a vote or poll is taken to obtain local opinion. Ordinarily this is not the case, and even when such polling occurs it is commonly at a public meeting by a show of hands, — a method that in the United States would not be considered satisfactory.

Almost all of the recent municipal enlargements have been strenuously opposed by the citizens of those suburban districts which it has been proposed to annex. The reasons given for this opposition have been :—

1. The spirit of local independence, and a profound belief in the present excellent condition of local affairs.
2. A distrust in the efficacy, economy and excellence of the larger municipal government (an argument which frequently sounds strange to American ears when urged against such cities as Glasgow, Liverpool and Birmingham, municipalities which have been held up as models in all respects of what great cities should be).
3. A motive which is probably at bottom the strongest of all,—the desire to secure for a long series of years some form of compensation from the annexing city, in the form of differential rates of taxation, and the promise to perform, within a brief space of time, various classes of public work within these protesting suburban districts.

This method of purchasing territory has become quite common of late years, so that it is doubtful whether in the future any material annexation can be made to the larger English cities unless they are prepared to pay a good round price for the privilege.

In laying out a plan for enlarging a city, the local government board is ordinarily willing to accord a reasonable margin within which the city can expand beyond the densely built up section ; but it rarely happens that it is willing to permit of the annexation of distinctly rural districts ; and if a mile or two of vacant land separates one municipality from another centre of population, this vacant area is looked upon as a sufficient barrier to prevent a union between the two.

An English city is for administrative purposes a county as well as a town, and hence the townships that are annexed are by that fact separated from the county with which they had previously been united. While the representatives of these counties have now and then opposed this loss of territory, as a rule they have only insisted upon having reasonable compensation for county property located within the territory to be annexed. Perhaps the best definition of the general principle which controls county action in this respect is found in a statement made on behalf of the county of Lancashire, when such a question came up for consideration, which was, "Where the inhabitants desire either to be incorporated (*i. e.*, made a city) or to be joined to an existing borough, the county council will not oppose their desires, provided proper and adequate provisions are inserted in the order permitting of this change, for the protection of the county interest." This refers to the taking over, on proper

terms, of county buildings, the pensioning or employment of displaced county officials, and possibly the payment, until the newly arranged conditions are adopted, of a certain share of county expenses.

One argument made in favor of municipal extension that is not entirely sentimental (although it has more bearing on municipal conditions as they exist in England than on those that are found in the United States, where the tendency is to lessen the authority of the city council) is, that the larger and more important a city becomes, and the larger and more important become the public functions that are entrusted to its officials, the better, abler and more responsible the men are who can be secured to voluntarily act as city councillors and aldermen; and that by increasing the dignity of the office greater care is shown in the selection of those who are to fill it; while men will consent to stand for election, and if elected consent to devote a great deal of time to the city service, who would not do this if the positions they were called upon to occupy were less dignified and responsible.

Another feature in English municipal administration, which one might suppose would work against the growth of cities by annexation, is the large proportion of members found in the city councils who would not, in America, be considered citizens of the town. A man residing in the suburbs of Liverpool, Glasgow or Manchester, but doing business in one of these cities and paying taxes there, has the same right to be elected, and, if elected, serve in the council, that he would have if his nights as well as his days were spent within the municipal border. If the English method in this respect were copied in the United States, fully half of the members of the Boston city council would reside, not in Boston, but in the towns and cities which make up its suburbs, and even the mayor might also be a suburban resident. This in England gives a unity of interest to a cluster of political municipalities that is not obtained in the United States; and yet this is thought to be insufficient for the highest forms of concerted action, since both in Glasgow and Liverpool extension through annexation has been urged in order "to strengthen the local government and foster the commercial interests" of the respective places.

Another marked feature in English municipal administration is its thoroughly representative character; the people insist that public work shall be carried on only by those who are directly responsible to the electors. In this respect the methods pursued are at variance with those which for a number of years past have grown up in the administration of our American cities. In fact, it is difficult for English municipal officers to comprehend these entirely different

conditions ; and thus, when the method of controlling the metropolitan district of Boston by commissions authorized by the Legislature and appointed by the governor of the Commonwealth was explained to an eminent English municipal officer, he exclaimed, "I cannot understand such a method ; I should suppose it would be unconstitutional."

The following is a brief statement of the manner in which a number of leading cities of Great Britain have endeavored to extend their municipal borders, and in this way secure those benefits which are supposed to attach to the prefix "greater" when placed before the name of a city.

LIVERPOOL.

Among the various provincial municipalities there is perhaps none where the experience of enlargement is more instructive and interesting than in the case of Liverpool ; and this experience has the further merit of being recent, since the consolidation of its out-districts has taken place during the present year. While the parish of Liverpool dates back, so far as municipal independence is concerned, to the thirteenth century, its existence for the larger part of the time was insignificant in the extreme, and it was not until 1835 that the need of increasing its area, which then covered but 1,860 acres, was made apparent. At that time, by act of Parliament, the new city of Liverpool was established, having an area of 5,210 acres and a population of 205,000. It was then supposed that the area provided would be sufficient to meet the needs of the city for more than a century ; for it was not foreseen that the application of steam to water transportation would revolutionize commerce, would vastly increase ocean communication between the different countries of the world, and that Liverpool would play a prominent part in this commercial development.

In 1881 it was found that there were 552,508 people living within municipal borders ; but the local authorities realized that this large aggregation of population in comparatively contracted quarters was attended with bad sanitary conditions. The death rate of Liverpool was considerably higher than that of other English cities, and it was thought necessary to correct this by sweeping out of existence buildings in some of the slums of the city which were crowded with men, women and children. As a result of these improvements, and as a result, also, of the disposition on the part of the wealthier citizens to reside out of rather than in town, the population of Liverpool, which for several decades had increased at the rate of from 60,000 to 75,000 per decade, fell off between 1881 and 1891 to the number of 35,000.

In the year 1880 the municipal authorities of Liverpool petitioned Parliament for the right to extend their borders by incorporating under the city organization a number of the outlying districts. This proposition was strongly opposed by the representatives of all of these various interested sections, and met with a complete defeat. Again in the year 1890 a similar attempt was made, which met with no better success. The dwellers in the out-districts were determined not to surrender their local independence, and in view of their unwillingness Parliament did not care to force them into a distasteful union.

During all this time there was a community of interests in certain of the public services. The water supply, which Liverpool had obtained for itself at a great expense, furnished water for those living in an area covering about one hundred square miles, of which Liverpool was the centre; and curiously enough these out-dwellers, in consequence of the act of Parliament, received their supply of water at somewhat lower rates than were paid by the residents of Liverpool, this mainly on the ground that Liverpool needed and should pay for a large supply of water for fire purposes, while these suburban districts did not have this need in the same degree. The gas lighting service carried on by a private company was common both to Liverpool, as it was and is, and to a considerable part of the rural district outside. Before the recent annexation the local government boards, as they were called, employed but relatively few policemen and maintained only small fire departments, realizing that in case of great need they could call upon the municipal authorities of Liverpool for assistance. The great parks of Liverpool were located almost without exception in the out-districts, the residents of which enjoyed these benefits without making the least contribution, as they also enjoyed the advantages of the art museums, libraries and other public institutions of the neighboring city. This being the case, those dwelling in the out-districts did not see that their interests would be served by annexation to the large city.

Two or three years ago the municipal authorities of Liverpool came to the conclusion that a crisis had come in its affairs; that it was necessary to take positive action to safeguard its welfare by giving to it prominence as a large and growing city, this to be secured by, as far as possible, annexing those districts which had, with Liverpool, a common commercial interest. The city of Manchester had at that time made large financial advances to the company engaged in constructing the ship canal; it was obvious that the canal itself would be under the control of this rival city, and it seemed not unlikely that the effect of this when in operation would be to draw from Liverpool quite a little of the commerce of which she had had

the almost undivided possession. Not only was it felt that there was need of action, but it so happened that at the time Liverpool possessed two men, viz., Mr. Harcourt E. Clare (then deputy town clerk, now town clerk) and Mr. Thomas Hughes (then chairman of the parliamentary committee of the board of aldermen), who were singularly fitted to undertake the work of harmonizing the differences that were certain to arise. Mr. Clare is undoubtedly one of the ablest town officers in the United Kingdom, and the success which the movement to enlarge Liverpool met with was unquestionably due in a great degree to his diplomatic ability.

Before making another application to the imperial government for power to extend the borders of the city, it was thought expedient to see if terms could not be arranged with those who represented the out-districts. These negotiations were carried on for nearly a year. The need of dropping minor differences and of acting together for the general good was strongly presented by those favoring the plan of enlargement, and it was furthermore pointed out that Liverpool was willing to accord to the outsiders almost everything in reason rather than have the proposed undertaking fail.

In consequence of these representations, when, in February, 1894, the hearing by the inspectors of the local government board was opened at the town hall in Liverpool, Mr. Clare was able to state in his introductory argument that a part at least of the opposition to the scheme had been overcome, and that he had reason to believe that before the hearing was over (which turned out to be the case) the terms which Liverpool stood ready to offer would prove sufficient to induce those who still resisted to agree to accept the plan.

It was pointed out in this argument that the growth of Liverpool had followed the increase of trade at the docks and in the city generally; that it could be shown that as the docks extended so had the population of the town radiated and pushed itself out, forming a semicircle with the dock extension, until, the city having been practically filled up, its population had overflowed into the districts immediately adjoining. It was further shown that these districts which it was proposed to incorporate were inhabited almost entirely either by people whose wealth had been made in Liverpool and those dependent upon them, or by people whose occupation, employment and interests were centred in Liverpool with those dependent upon them; in other words, that these districts formed to a great extent the residential parts of what was practically one great town.

The argument made by those favoring the extension was, that the time had come in the history of the port of Liverpool when it was better that these districts, which were practically Liverpool and

dependent upon the trade of Liverpool, should be made part of that city, and be able by joint action to do what they could to protect the trade upon which all depended.

Mr. Alderman Hughes said, speaking for Liverpool and for these outlying districts as well: "I feel that the city can only continue to prosper, and that these out-townships can only continue prospering, through that form of united action that will make us strong in every effort we make to keep up the trade of the port."

Mr. Clare said: "I believe that all of the out-districts, together with the existing city, will benefit by a unity of government and consolidation of local interests, and that the power of the corporation to act in the protection and development of the trade and the interests of Liverpool, and to deal with matters affecting the working classes and the inhabitants generally, will be greatly enhanced. I only ask that you will consider the facts I have put before you; if the proposals we have made in regard to the rates of these local boards, and of differential ratings, seem to you either unfair to the corporation or unfair to these out-districts, by all means alter them; but do not let these small considerations of detail prevent the carrying out of this great scheme of constituting the greater Liverpool into one united corporation for the benefit of the whole community."

It was in this spirit that the matter was approached by those who represented Liverpool, while on the part of those who represented the out-districts it was largely a matter of finance. They endeavored at the hearing to show that Liverpool had a large debt, amounting in the aggregate to nearly \$40,000,000; that there were many public undertakings which would soon have to be entered upon that would involve large outlays; and that, as the out-districts had but a small burden of debt and in some instances had lower rates of taxation than those which obtained in Liverpool, it was unfair to ask them to come in and take a share in carrying these municipal burdens.

There were four local districts interested, viz., Walton, West Derby, Wavertree and Toxteth Park, covering an area of 10,500 acres and having a population of 113,404. The result reached was not a common agreement in which all of these townships entered into a consolidation, but special terms were made with each local board.

Thus with the Toxteth district it was agreed that the general rate of taxation for a period of twenty years from the date of the act of incorporation should not exceed 2s. 4d. in the pound, and that for the same period the water rate should not be more than 3d. in the pound on all property taking a supply for domestic purposes.

With the Wavertree district it was agreed that for a period of twenty years the general rate of taxation should not exceed 2s. 6d.

in the pound, and for a like period the water rate should not exceed $4\frac{1}{2}d.$ in the pound.

With the Walton district it was agreed that for a period of ten years the general tax rate should not exceed that of the city of Liverpool for the time being, and should in no case be greater than 3s. in the pound, and that the water rate for the ten years should not exceed $4\frac{1}{2}d.$ in the pound.

With West Derby it was agreed that for a period of ten years the rate of taxation was never to exceed that levied in the city, and never to be in any case in excess of 2s. 11d. in the pound, with a water rate for ten years of $4\frac{1}{2}d.$ in the pound.

The two first-named districts had rates or taxes somewhat lower than those of Liverpool, and the two last-named places had tax rates rather higher than the Liverpool rate, but to each special concessions were made, though in two instances they were more favorable than in the two others. Besides this, under a general provision of the law, the municipal corporation of Liverpool agreed to keep in its employ, or, if it should not need their services, to compensate in a manner satisfactory to the local government board, such officials as were then in the employ of the various townships. More than this, the city took upon itself to satisfactorily settle with those officials of the county of Lancashire who should be thrown out of employment by the change, and in some instances, where individuals had been regularly employed to perform certain quasi-public services, the city government agreed to compensate them for any losses they might sustain.

So far as concerned the county of Lancashire, its loss of taxable territory by the incorporation of these out-districts into the city and county of Liverpool was to be made good to it in such manner as a board of arbitration should decide. In order to show the broad way in which the corporation of the city of Liverpool approached this subject, it is only necessary to say that in the case of one of the townships, where it was thought expedient to divide the district, leaving outside of Liverpool the distinctly rural part, Mr. Clare, the town clerk, said that in the matter of the local debt Liverpool would assume the whole of it, and thus do away with any disagreement that might arise on that subject.

In this manner the consolidation of "greater Liverpool" has been brought about, the city now having an area nearly three times as large as it formerly had, although even now it has an extent of only about twenty-four square miles. Close beside it, fronting the Mersey River, is still the independent borough (or city) of Bootle, a district which is distinctly a part of the commercial area of Liverpool, and one which should be under the same control, but which has not yet been

united, for the reason that it has been found more difficult in matters of this kind to deal with a borough (or city) than with a local government board (or town) ; the official pride of those connected with the borough administration, the fear lest their importance should be sensibly diminished by annexation, and the impossibility of providing pecuniary compensation for this form of loss, making the problem one which does not lend itself to easy settlement.

Liverpool has, however, so added to its borders that, with the manner of growth which has been followed in the past, it can easily find accommodation for 1,500,000 people. When asked what the advantage of the change was, the city officials have replied that, in their opinion and in the opinion of the leading merchants of the place, there is a distinct commercial value in possessing a large population. In the competition which is going on between Liverpool, Manchester and Glasgow, it is thought necessary that Liverpool should hold her own in population, and should possess that strength which comes from unity of purpose and action. For this the city has been willing to pay a generous price. For years to come the central section will no doubt be taxed, not only to supply the out-districts with the public needs of fast-growing communities, but also to make good the share of taxation which they, the out-districts, will not contribute. But in the life of a city ten years or twenty years is looked upon as an insignificant period of time. Long before that time has elapsed the interests of the people will be closely harmonized, and when the probationary period is over all will have to jointly share in carrying the common municipal burden.

GLASGOW.

The charter of the burgh royal of Glasgow was granted by Charles I. in 1636. At that time it was a small and relatively insignificant place, and it was not until after the improvements had been made in the Clyde River, so as to secure for the city the benefits of water transportation, that the place rose to importance or had a marked development. As late as 1836 the town did not extend to the south bank of the Clyde, and in 1846, when the first large plan of annexation was carried out, it had an area of only 1,768 acres.

The boundaries commission, which in 1835 made a report on the subject of the cities and towns of Scotland, maintained that it was adverse to every principle of sound policy to divide those who possessed the same common interests into two distinct and separate classes, the one bearing burdens and enjoying privileges and immunities because accident had placed them on one side of an arbitrary line, and the other exempt from the burdens, but at the same time having no part in the relative privileges and immunities, because

similar chance had placed them on the opposite side. The commission further held that consolidation would have the good result of diminishing the number of useless office holders, putting an end to many separate systems of collecting taxes, and would prevent many little local jealousies which were apt to arise between unconnected communities, while there could not fail to be in such a change a saving of expense and an increased vigor in administration.

It was as the result of this report that new lines of demarcation were laid out for Glasgow, giving to it an area of substantially 6,000 acres. At that time the population was about 300,000, and it was supposed that space had been accorded for the growth of a century. But the commissioners of sixty years ago did not foresee the enormous development which was to take place in the industries of the Clyde valley through the utilization of its natural resources, — coal and iron, — in the construction of steamships and marine steam engines. This led to the building up of great manufacturing establishments, largely controlled by Glasgow merchants and capitalists; and in less than fifty years after the enlargement in the area of the city, its population, amounting to 550,000, had overspread the borders that had been laid down, and Glasgow found itself surrounded by a cluster of townships, most of them organized under the name of police burghs, having their local affairs administered by elected boards of commissioners, usually consisting of twelve persons.

The out-districts of Glasgow were, some of them, such as Govan, formed largely of working people who had located themselves near the ship yards of the Clyde; while others, such as Crosshill, were made up of well-to-do citizens who had moved into the suburbs from the city, and enjoyed with their new homes nearly all of the municipal advantages of Glasgow, while paying a much lower tax rate.

On eight or ten different occasions the government of Glasgow endeavored to have these out-districts brought within its fold by act of Parliament; but on each trial the opposition of the local governments, backed as they were by the county boards of Lanark and Renfrew, proved too formidable an obstacle to be overcome. On their part, the police burghs endeavored to increase their areas and thus add to their own importance, not at the expense of Glasgow, but by absorbing territory on the country side of their borders. The city government realized, however, that the strengthening of these small places would serve to make them still more formidable in their opposition to final annexation, and by its efforts succeeded in defeating these proposed changes. Thus for a number of years matters were held in abeyance, neither side having sufficient influence to carry out its projects in a positive manner.

In 1887 the Marquis of Lothian, then secretary for Scotland, was persuaded to appoint a commission to make an inquiry "with reference to further legislation bearing upon the question of the boundaries, for municipal and police purposes, of the city of Glasgow." The city at that time presented its scheme of consolidation, which consisted in bringing within the municipality nine of the surrounding police burghs and some thirteen other unorganized but independent districts, these all having an area of about 8,500 acres and a population a little less than 200,000.

In stating its case, the city of Glasgow set forth the fact that it was asking for nothing more than a logical extension of the plan of the boundaries commission of sixty years before; that the districts which it now wished to have incorporated would then have been made parts of Glasgow had it not been that at that time they were either distinct rural areas, given over entirely to agricultural purposes, or were small centres of population separated from Glasgow by agricultural districts of two or three miles in width. In the interval referred to these farming districts had been changed into densely settled communities, while the old settlements were now joined to Glasgow by continuous populated areas. The city had had given to it, sixty years before, a space in which to grow; it had filled that area up, had overflowed into the surrounding country, and it now came before the government asking to have its garment of territory adjusted to its present growth. The argument of the city was that the continuance of these old conditions was detrimental to the general welfare of the municipality, for the reason that it gave rise to jealousies and opposition; and it was further shown that in and around Glasgow what should be well-directed public work was often carried on at cross-purposes because of these local suspicions and distrusters.

The city, it was said, had established at great expense its park system, its public hospitals, art galleries, public baths and other municipal institutions, which were of use and were used to a great extent by the residents of the suburbs, who, however, did not share in their management or directly contribute to their support. The city supplied the greater part of the out-districts with water and gas, and its police and fire departments were called upon by these suburban residents in case of emergency. It was not that the city hoped to gain financially by annexation, for the reason that the rates or taxes in the larger and more populated out-districts, where needed civic work had been carried on, were as high if not higher than the rates or taxes in Glasgow; while in the smaller or residential districts the rates of taxation were low, because the citizens in these places had failed to procure for themselves ordinary but somewhat expensive municipal improvements, — improvements that probably would have

to be made with the growth of population. What the corporation and the people of Glasgow desired was to have the city developed on regular systematic lines, with the concurrent action and support of all those who had a common interest in its political and industrial welfare.

It was admitted that the scheme was a broad one, and the city government, in presenting its plan to the commission, stated that it thought it might be desirable to divide the newly created municipality, when the consolidation had been brought about, into five distinct districts, — three on the north side and two on the south side of the Clyde, having each of these districts assigned to subordinate officers, to have charge of the watching, lighting, cleansing and sanitary departments. Each of the district officers could carry out his duty under the direction of a committee of the district (made up of the town councillors representing the wards of the district), who should periodically report their proceedings to the central authority, the council representing all of the wards; the council in this way having the whole police and sanitary arrangements of the city under its control, and occupying a position which would enable it to deal with all questions affecting the general interest in a way to secure uniformity and harmony of action.

But the entire plan of consolidation, even with the modifications just suggested, was strongly antagonized and combated by the representatives of practically all of the out-districts. In the first place, the two counties of Lanark and Renfrew appeared through their county officers and protested against subtractions of their respective areas, which, though small in extent, represented in each instance not only fully one-third of their taxable wealth, but, more than this, those parts of the two counties that were growing fastest in wealth and upon whose contributions the counties depended to carry on their public work. If these subtractions were to be made, the representatives of the counties insisted that there should be adequate compensation given for the loss.

The police burghs of Govan, Partick and Maryhill, with their associates, also entered an emphatic protest, in which they stated that the valley of the Clyde possessed natural advantages which were certain to attract and maintain a large population, to encourage its rapid increase and to result in the accumulation of wealth. This inevitably led to the increase in size and importance of the old towns and villages of the districts and to the creation of new towns; but these were not the overflow from any previously existing town, nor did they owe their success and increase to an older town, but simply to the natural advantages of their situation. They decidedly demurred to the assumption made on behalf of Glasgow that it was the sole cause of this general prosperity, and that the towns and

villages in the neighborhood were the offspring and overflow of that city; the fact being that Glasgow, in common with these other places, was merely the sharer in the natural advantages which all possessed and which had led to the formation of these burghs. The local wants of the communities had been thoroughly and efficiently met by the smaller governments; provision had been made for watching, lighting, cleaning and sewerage; fire brigades and town halls had been provided, and in all respects provision had been made for the needs of the inhabitants.

The burghs through their representatives challenged comparison as to municipal management and government between their areas and that within the jurisdiction of the corporation of Glasgow. Their governments, they asserted, were thoroughly popular, and had the support and confidence of the people. The business of each of the burghs was within such a compass that it was easy for the commissioners having charge of it to acquire and maintain a thorough knowledge of it within their grasp and control, and at the same time a healthy interest in municipal proceedings was taken by the citizens. They further said that, while their financial affairs had been carefully managed, it was questionable whether the same comment could be made of the financial operations of Glasgow, and that the administration of the burghs was not only superior in efficiency but much more economical, and based on sounder financial principles. They furthermore insisted that it was against public policy to build up great cities, which were unwieldy in themselves, since these tended to destroy local public spirit, upon which all civic improvement depended, and to place every taxpayer at the mercy of a central authority which he had individually no power of influencing.

If, however, it was the opinion of the boundaries commissioners that some form of amalgamation was desirable, the burghs, with the counties, had prepared a scheme of federation which they believed would be far more efficacious than that proposed by the city of Glasgow. This plan provided that each locality should be represented in a central council, which should have control of the water, gas, parks, art galleries and fire department of the general metropolitan district, but that all other municipal subjects should remain under the absolute control of the various local councils.

The boundaries commissioners took a vast quantity of evidence bearing upon this subject, and in their report gave it as their opinion that the area of Glasgow should be extended substantially on the lines laid down in the plan which the city had submitted; but where these lines extended over certain agricultural districts they were drawn in, because the commissioners did not consider that these were properly urban areas; they disallowed the claim for compen-

sation made by the counties, on the broad general principle that local taxation must come together with representation and right of administration ; in other words, that taxes could not be claimed by any local authorities where those who would have to pay the taxes were not and could not be represented in such local authority, and where, therefore, they could not, through representatives, have a voice in the expenditure of the taxes ; but they added that, as some time would elapse before the counties could rearrange their administration and expenditures, in consequence of the loss of territory involved in the proposed annexation, they recommended that during the transition period, after the date of annexation, a reasonable sum should be paid to the counties by the extended city. They did not consider that the plan of federation proposed by the police burghs was one which should be taken up, for the reason that it would involve an entire novelty in municipal government in Great Britain, — a revolution which should not be resorted to except in the event of failure of existing methods. As to claims made for differential taxation, these were not allowed, for the reason that there appeared to be no ground for making them, as the communities where the rates of taxes were low stood greatly in need of public outlays, and when unity was secured the city would be called upon to make these.

But, although the corporation of the city of Glasgow obtained this favorable report from the boundaries commissioners, it was not so successful when the report came to be acted upon in Parliament. It was vigorously opposed there by the representatives of the out-districts, and in order to gain its point, and this only partially, the municipality was compelled to follow the example of other large cities, and accord a differential rate of taxation to some of the interested communities before they would agree to withdraw their opposition. Even then the larger of these districts could not be induced to yield ; Govan, having a population of nearly 60,000, Partick, having a population of about 35,000, and Kenning Park, having a population of about 15,000, would not come in ; and hence at the present time, although closely joined to Glasgow, so closely that in some instances it is impossible to tell where the line of one town begins and another ends, they are none the less distinct and independent municipalities, and are, to all intents and appearances, just as resolute in opposition to incorporation as they ever were.

LONDON.

In consequence of the last county election, it is difficult to predict what the future of London is to be, so far as concerns the authority of the London county council. It is recognized both by the Radicals and the Conservatives, or, as the local parties call themselves, the

Progressists and the Moderates, that the existing condition of affairs is a transitory one, and that the anomaly of having a little and quite independent city of less than 40,000 inhabitants in the centre of a great municipality of nearly 5,000,000 people is one which cannot be defended by reasonable argument. Those who have been the strongest supporters of the political independence of the old city of London have based their defence of the existing state of things on grounds that they would themselves admit to be untenable in the case of any other municipality. The old city of London, the nucleus of the greatest municipality in the world, brings to the defence of its ancient and traditional honors and privileges a compact body of influential men, who make up the membership in what are known as the "liveried companies," the modern survival of the guilds of the middle ages. Many of these men hold prominent positions in business, society and politics, and are in this way able to exercise a large degree of influence in resisting the proposed change which would make of all London one city. Besides this, there are differences of opinion among the various county parties as to the way in which greater London should be governed; for, while some favor establishing one centralized form of control, others favor taking from the county council quite a little of the administrative power that it now possesses.

The report prepared about a year ago by a royal commission, consisting of the Hon. Leonard H. Courtney, Lord Farrer and Mr. R. D. Holt, has never been acted upon; but its recommendations no doubt represent in the main the opinion of a decided majority of the citizens of greater London; that is, that there should be, for certain broad and general purposes, unity of government over the entire metropolis, but that it is desirable to leave to the towns, parishes and other political districts, which make up or which could be formed to make up this great aggregate, as large a degree of local authority and independence as can be safely accorded to them,—in a word, leaving to these sections the management of those affairs that are essentially local in their character.

It is probable that a change of this kind would have been brought about before now if the conservative citizens had not been alarmed by what they considered the ~~too~~ rapid and socialistic legislation of their radical associates. The measures of municipal activity suggested in the London county council have been probably no more extreme in their character than measures which have been put into effect in such cities as Glasgow, Manchester and Birmingham; but in the provincial towns just named these measures of civic reform were introduced and carried through under the leadership of merchants and manufacturers, men whom every one recognized as having a strong financial as well as personal interest in the welfare

of the community; while in London these same reforms have been largely pushed forward by such advanced members as Mr. John Burns and his associates,—an advocacy which has tended, probably without reason, to alarm the conservative citizens and timid taxpayers. Besides this, there has been for a time in London a considerable increase in the rates of taxation, partly, perhaps, because, realizing the vast work that needs to be done, the county council has gone forward at too rapid a pace. Then, too, there has been developed in the county administration of London stronger political tendencies than in any of the large municipalities of Great Britain.

These feelings of alarm have not only led to what has been in effect a political victory for the Moderate party in county politics, but have also induced some to think that the organization of the London county council was a mistake, and that it would have been better to have left the control of the city in the hands of the old metropolitan board of works. It should not be forgotten, however, that the law creating the London county council was a Conservative measure introduced into Parliament by a Conservative member and carried through by Conservative votes; and now that that party is in power in Parliament, and stands a fair chance, within a short time, of gaining control in the London county council, it is quite probable that these feelings of apprehension will disappear, and that the Conservatives themselves will take up the work of reorganizing the government of the metropolis by doing away with present anomalies. Under such circumstances it is probable that the general recommendations contained in the Courtney-Farrer report will be substantially carried out, and that the towns and parishes or new political districts that may be formed will be given a large measure of local authority.

At the present time the members of the London county council are elected from parliamentary districts, and not on the lines of local subdivisions. The members of the county council choose a number of aldermen to serve with them, and in this way secure, by the longer terms (six years) of these latter, a continuity of service. It has been suggested that a reform in method might consist in having the vestries or other local authorities elect these aldermen in the same manner that they formerly elected members to the metropolitan board of works, the council itself continuing to be chosen by the popular vote of the parliamentary districts. In this way there would be two representations in the council; the larger a distinctly popular representation, but the other a representation based upon the recognition of the various formerly independent districts by the union of which the county had been formed.

So far as can be made out, in the unformed condition of party and public opinion, the plan that is likely to receive future Conservative

support, and on this account find some possibility of realization, is to create municipalities of the larger local governments, such as the parishes of Islington and St. Pancras, and to form other municipalities of the smaller parishes or districts by merging several of them together; giving to each of these when formed a lord mayor and city council, with a large measure of local power, so that they would each stand — except in the matter of prestige — on a plane of political equality with the present city of London; reserving to the county council, elected and organized as it now is, the control of the larger questions, that is, those that concern the general interests of the federated municipalities. Greater London would in this way be divided into from twelve to twenty distinct and independent municipalities or cities, formed of those people who had fairly common local interests and who had been in the main accustomed to act together. The county council would still have all of the larger functions that it now possesses, but would be released from the supervision of a mass of detail which it cannot now well regulate.

The chief difference between this and the Progressists' plan is that the latter wish to have one supreme lord mayor for greater London, who shall, only on a larger and more representative scale, perform those ceremonial functions which for centuries have been associated with the title of lord mayor of London, the local governments still continuing to hold their present form of vestries, boards, etc. In other words, the Progressists would make the central government the important and conspicuous government, while the Moderates seek to render it inconspicuous and somewhat limited in its range of duty by increasing the dignity and importance of the local governments. As the latter will have, for some years to come, the control of Parliament, their method stands a fair chance of trial, particularly as the Moderates are in a much better position than the Progressists to force the corporation of the city of London, which would prefer to have nothing done, to yield to their wishes.

At the present time the parishes carry on a considerable amount of public work; and when in doing this they need to borrow money, the financial benefit of their union with each other is made manifest, because whatever money is raised through loans by the vestries for local purposes is now raised under the credit of the county of London, the vestries in this way securing the funds they need at the lowest possible rate of interest, the county council, through its committees, taking care that no loan shall be issued for a longer period of time than is warranted by the character and life of the proposed undertaking. In this way the future is not burdened with debts for undertakings in the use and benefits of which those who are to live hereafter would have no share.

Greater London, coming under the control of the county council, was formed by taking large and valuable districts from the counties of Kent, Middlesex and Surrey. The London county council gave nothing in the way of compensation for these subtractions, except that it took over, at prices agreed upon by amicable arrangement, the county buildings that were within the limits of the new county of London district, the interested counties believing that the reduction in their expenses in consequence of this loss of territory would fully offset what promised to be a loss of income.

In spite of the severe criticism to which the administration of the London county council has been subjected, it is worthy of note that this organization seems to be about the only one in the United Kingdom with which union, in the way of annexation, is sought by the out-districts. Certain localities that were omitted from the county of London when the law creating it was passed have been since that time quite eager to join it, and would now avail themselves of any opportunity of that kind that was offered to them.

MANCHESTER.

The city of Manchester has made two extensions of its boundaries within recent years, the first under the act of July, 1885, and the second under the act of August, 1890. In each case these extensions (the former of which added the township of Harpurhey and the districts of the local boards of Bradford and Rusholme, and the latter the townships of Little Heaton, Great Heaton, Blackley and Moston, the local government districts of Newton Heath, Failsworth, Preswich, Crumpsall, Gorton, Kirkmanshulme, Openshaw and the rural district of Ashton-under-Lyne) were made for the purpose of bringing into political harmony districts that had common industrial and political interests.

In the last extension of territory it was found necessary to make a special agreement with two or three of the outlying townships, by which differential rates of taxation were guaranteed to them for a series of years. The residents of Openshaw were for ten years to have a rate of taxation of one shilling in the pound less than the regular Manchester rate, taxpayers of Kirkmanshulme were to have a differential rate in their favor equal to six pence in the pound, and those of the Gorton district were to be assessed two pence less in the pound than the citizens of the city of Manchester.

In addition to this, all of the public employees of the various annexed townships were to be continued in the public service of the enlarged city, or, if their services were not needed, were to receive an appropriate pension as an equivalent form of compensation. The city further agreed that if any officer of the county should, by virtue of the change or anything done in consequence thereof, suffer pecun-

iary loss, or if any such officer should have his salary reduced by the county of Lancashire within one year from the going into effect of the scheme of annexation, on the ground that his duties had been diminished as the result of this change, compensation should be made in either case in such a manner and to such an extent as the imperial local government board considered adequate.

In the matter of county taxes and county income, which would be sensibly reduced by this considerable change, it was agreed that an equitable readjustment respecting the distribution of local taxation, allowances, probate duties and all other financial relations and questions between the county of Lancashire and the city, which might be affected by the extension of the city, should be made within six months from the time the parliamentary authorization of annexation was granted; and in default of such an arrangement, commissioners, to be appointed by the imperial local government board, should decide what compensation the city should make.

While Manchester added, in consequence of these changes, a considerable area to the then existing municipality, it did not succeed in carrying out what would have been the logical plan of extension, that is, the annexation of the borough of Salford. The city of Salford forms an integral part of Manchester, so much so that it is not easy to tell where one city ends and the other begins. But for local pride and the jealousy of the municipal corporations, these two places would long before this have been made one. Salford has a population estimated by the registrar-general in 1894 to be 205,828, while at that time the population of Manchester was estimated to be 520,211. In the last fifty years, Salford, without annexation, has increased in numbers nearly 400 per cent., while the growth of Manchester, in spite of its annexations, has, in the same period of time, hardly exceeded 100 per cent. But Manchester is a wealthy community, having for purposes of taxation nearly four times the ratable value that is to be found in the borough of Salford. Besides this, in matters of municipal control, while Manchester has been remarkably well administered, the municipality of Salford has been at times quite the reverse.

At various intervals during the last ten years there have been organized attempts made to bring about a union of these two cities, some of the leading business men of both places joining in these efforts; and in 1888 a long and exhaustive inquiry was carried on, for the purpose of demonstrating to the public the advantages that would result to both from such a union of interests. But in spite of this work the consolidation has not taken place, and there seems to be some doubt whether it can be brought about for a long time to come.

One obstacle in the way of a further municipal extension by Manchester is the unknown problem which that city has in its ship canal venture. The city has advanced credit to bring about the construction of this work to the amount of £5,127,980, and at present the tolls received therefrom are hardly more than sufficient to pay the expenses of maintenance, so that the burden of making good the interest on the bonds falls upon the taxpayers of Manchester, and forms, as might be supposed, a considerable item in the municipal budget. The out-districts are receiving the benefit of this canal construction, not so much, possibly, in the advantages of water carriage as in the reduced rates of railroad transportation which this water competition has brought about; but they do not have to bear the expenses of meeting the interest on the canal bonds, and apparently have no desire to join with Manchester in undertaking this onerous duty. If, later on, the canal venture should prove a financial success, the conditions might be reversed, and the out-districts which have resisted the efforts that have been made from time to time by Manchester to induce them to come within the municipal area would be then probably only too willing to avail themselves of these invitations; but until this problem is worked out (and it will probably require a number of years for its solution) there is not much likelihood that the city area of Manchester will be greatly extended.

BIRMINGHAM.

Although Mr. Joseph Chamberlain has recently said that, in his opinion, a city of 500,000 people is about as large a place as it is desirable to have under one control, and although Mr. Chamberlain's record as a municipal administrator won for him a national reputation before he appeared in Parliament, and further, although Mr. Chamberlain has nowhere a stronger and more loyal following than in Birmingham, it is none the less a fact that the municipal authorities in that city do not appear to agree with him in insisting upon the above-mentioned limitation. It is pointed out that municipal boundaries are based on topographical conditions and on common political and trade interests, rather than on the score of numbers, and that, if Birmingham had 500,000 people within the municipal area, it would be exceedingly difficult to resist the tendency to take in new citizens, while few would insist that another and possibly rival Birmingham should be built up just outside the city limits.

From time to time Birmingham has found it necessary to extend its borders, the last process of annexation taking place in 1891. At that time the areas under the control of the Balsall health local board, the Harborne and Saltley local boards, the guardians of the poor of the Aston Union, the surveyors of highways of the hamlet of Little

Bromwich, and other rural authorities, were added. Not only were the municipal authorities of Birmingham willing to take these out-districts within the city limits, but in the case of the hamlet of Little Bromwich it was agreed that for a period of ten years from 1891 the rate of taxation in that district should be at the rate of two shillings in the pound less than that paid in the city of Birmingham, and for a period of ten years from 1901 at a rate of one shilling in the pound less than the Birmingham rate.

In the case of the local government district of Saltley it was stipulated that for five years from 1891 the rate of taxation to its citizens should be one shilling in the pound less than the municipal rate; for two subsequent years, nine pence less; for the next two years, six pence less; and for a further period of two years, three pence less than the Birmingham proper tax.

At that time the municipal authorities would have been well pleased if they could have persuaded the citizens of Aston Manor, a district having about 60,000 population, to take part in this incorporation; but either the inducements held out in the way of differential taxation were not sufficient, or the residents of this township — which is to all intents and purposes a part of Birmingham — were unwilling to resign their local independence. Whatever may be the cause, the arrangement could not be carried out, and Birmingham is deprived of this number of population that its citizens would very much like to have.

On interrogating the municipal authorities as to the reason why annexation was considered desirable, apart from the question of settling local differences (and from this source apparently little trouble had been experienced), it was frankly admitted that the motive was largely a sentimental one. It was said that Birmingham could not afford to stand still, showing only a relatively small increase in the number of its people, while Manchester, Liverpool and Glasgow were steadily making large gains; that the merchants and manufacturers wished to realize that they were citizens of a large and important city, that it gave a dignity to their business and unquestionably tended to increase their profits. The municipal authorities did not intend to make undue accessions, but, when it could be shown that the business and social interests of people dwelling in neighboring independent municipalities were substantially the same, it was thought well to also harmonize their political interests.

NOTTINGHAM.

The city of Nottingham is not one of the great cities of the United Kingdom, but it has gained a high civic reputation from the fact that its town clerk, Sir Samuel Johnson, is one of the most progressive municipal officials in Great Britain. As with others

holding similar positions in the English cities, he has made a life study of this class of public work. He was called to take the position that he now holds in Nottingham in consequence of the ability that he displayed elsewhere, and during the time he has been in his present office he has had similar positions offered to him by the municipal governments of several of the larger English cities.

Nottingham, prior to the time it entered upon the work of annexation, was a small but exceedingly ancient city, its charter dating back to the time of King John, and this when given was accompanied with rights and immunities, subsequently increased, which were of great value to its citizens.

The civic government was in possession of a large amount of property, which, if administered with reasonable prudence, as it would have been, might, if the city had not added to its burdens by annexation, have brought into the municipal treasury a sufficient sum of money to pay a large part, possibly nearly all, of the current municipal expenditure, thus relieving the citizens from the onerous obligation of paying taxes. A condition of affairs was, under these circumstances, presented which would seem to count in direct opposition to the theory of municipal enlargement. The old area of the city was small, and its government as such was not apparently called upon to interest itself in the welfare of those of its former citizens or their descendants who sought and found homes for themselves outside of its limits. But this view of municipal responsibility was not one which found favor in Nottingham, and instead of reserving its rapidly increasing income for the civic needs of those who happened to reside within its borders, the city council lent a favoring ear to the requests of the residents of the out-districts, who wished to have their townships brought in and made parts of Nottingham, in order that they might, as having a common interest, enjoy the benefits of a common administration. The result was, at the time, a broad extension of the municipal borders, which carried the population of Nottingham up to over 200,000, but at the same time threw upon the municipal treasury a burden which made necessary the continued payment of large local taxes. The money to a great degree was necessarily spent for the benefit of the dwellers of the out-districts, both in providing them with the public facilities which they previously had not possessed and with which they could not afford to supply themselves, and also in meeting the added burden the city was under of enlarging, in consequence of increased population, its ordinary administrative services.

Nottingham has maintained at the public expense a university attended by over two thousand undergraduates, in which instruction is given under conditions that allow the wage earner, if he possesses

the ability, to utilize his spare hours in study, and to secure, as the result of an examination, a regular university degree. Naturally the augmentation of the municipal area has been attended with an increased expenditure in maintaining this institution.

In the case of the additions made to the municipal area of Nottingham, no compensation was given to the outlying districts. The gain of coming into the city was held to be amply sufficient to justify the change. At the present time there are several local boards, representing districts lying just outside of the boundaries of the town, that are desirous of having the city take them within its boundaries, and would like to have the incorporation brought about, as it has been with other English cities, on the ground of special consideration and compensation. But while Nottingham, as its record has shown, is not disposed to shirk proper public duties, it does not intend to make itself a subject of spoliation; hence the municipal authorities have thus far turned a deaf ear to the suggestion, merely hinting that, if a scheme of annexation is contemplated, the outlying districts had better initiate the plan, thus cutting off the possibility of securing special favors.

PARIS.

The system of government of the city of Paris is so unique, and present methods are so far due to local conditions, that there is relatively little to be discovered in them that would bear transportation and reproduction. As one of the leading officials connected with the prefecture of the Seine has said, "Paris is ruled by a despot, who endeavors, except in times of trouble, not to let the people realize his power." The republican government of France has passed a large number of laws applicable to the control of communes throughout France, but in almost every case an exception to their application has been made with respect to Paris. There is no general charter defining the scope of municipal control, but its range is found in scores of special laws which have been passed from time to time as the needs of the city seemed to require. The autocrat of Paris is the prefect of the Seine, who not only rules over the 2,450,000 inhabitants of Paris, but also, in a less autocratic manner, over 700,000 inhabitants who live in the department of the Seine outside of the municipality. The prefect of the Seine is appointed by the minister of the interior, and is responsible to him and to the particular ministry which happens to hold office. His colleague in the work of administration is the prefect of police, who is also appointed by the same authority, and who possesses great and independent powers, which, however, in order to avoid the clash of conflicting jurisdiction, have been carefully analyzed and classified in various special laws.

The city of Paris is at present divided into twenty arrondissements, which form national as well as local political divisions. From each of these arrondissements four members are elected to the municipal council, two of whom must be legal residents of the division which they are chosen to represent. This municipal council meets four times a year, having sessions of not more than ten days, except the session in which the annual budget is taken up for consideration, which is then compulsorily extended to six weeks. The powers possessed by the members of the municipal council are purely legislative in their character, and are limited even in this department of public work by the will of the prefect of the Seine or his superior, the national minister of the interior. The present prefect, M. Eugene-René Poubelle, has held that office for a number of years, and in consequence of his great tact and discretion has been at all times well liked, not only by varying ministers of the interior, but also by the not always easily satisfied members of the municipal council. As a result, matters have gone on without friction, and the prefect has voluntarily relinquished rights and powers which were legally his, in order to satisfy the wishes of the people of Paris, who have a natural desire for self-government; but if a civil or military crisis arose, if France were brought face to face with a revolution, as she has been in the past, or if an insurrection broke out in the capital, then immediately the prefect would, without regard to the feelings of the municipal council, reassume many of the official functions which he has of late tentatively abrogated. Obviously a benevolent despotism of this character is something so foreign to the political conceptions of Anglo-Saxon people that there is little in it which could be found of use in the way of reproduction.

With respect to present methods of determining public expenditures, it can be said that it is the custom of the prefect of the Seine, as maire of Paris, to recommend that an appropriation should be made for the building of a new school-house, the widening or extending of a new street, or other similar public work, and if the suggestion meets with the approval of the municipal council, a vote to make the proposed expenditure is passed. Then, in his capacity of prefect of the Seine, the chief executive of the city transmits the order which the municipal council has passed to the minister of the interior, with his approval of it, and when the consent of the latter has been obtained the money is spent. In other words, all votes or orders requiring an expenditure of money in the city of Paris have first to obtain the sanction of the national minister of the interior before they can become valid. In other matters which do not involve fresh expenditures of money, or which involve no expenditure of money at all, the action of the municipal council with the approval of the prefect of the Seine is all that is required.

The department of the Seine, outside of the city of Paris, is divided into twenty-one *arrondissements*, which are subject to regulations common to all of the local governments of France outside of Paris. The various though relatively few public matters that the city of Paris and the other *arrondissements* of the department of the Seine have in common are regulated by the departmental council, which is formed of the members of the municipal council and representatives from the twenty-one outside *arrondissements*. Gatherings of this body are called at such times as the prefect of the Seine thinks desirable, the outside communities sending twenty-one representatives to the eighty contributed by the city of Paris.

Each of the twenty *arrondissements* of Paris has its *maire* appointed by the national minister of the interior, who, with from three to five *aides*, — a number contingent upon the amount of public work, — has charge of certain local services. These *maires* of *arrondissements* have the duty of performing civil marriages for those living within their respective districts; they oversee the distribution of the funds contributed in aid of the needy; they act as justices of the peace; they endeavor to settle trade differences between employer and employee, as far as these are susceptible of amicable arrangement; and they perform a function peculiarly French, — that of acting as presiding officer and referee when, as is often the case, family differences arise which need in some way to be adjusted to avoid manifest hardship or possible public scandal. But these local *maires* are in no way representative of the people, and their functions are of an exceedingly circumscribed character.

The city of Paris has been from time to time increased in size as the conditions of civic life called for the change. The walls around the city have been demolished and rebuilt as many as nine times, in order to afford greater space for the growing requirements of the people. In the thirteenth century the area enclosed was 252 hectares; at the time of Louis XIV. it had been increased to 1,337 hectares. The last increase and the most extensive one was made under the law of the 16th of June, 1859, which carried the city up to the limits of the present circle of fortifications, and gave to it an area of 7,802 hectares, or 30.12 square miles. At that time the number of people who were added to the municipality was something over 250,000, and the change was urged for the reason that it was held that their interests were so closely identified with those of Paris that it was absurd to continue any longer a different form of government. At that time the population of Paris was about 1,250,000, so that in population the addition represented an increase of about twenty per cent.

The obstacles that were then thrown in the way of annexation

were chiefly financial, growing out of the application of the octroi duties, these duties (which each city and commune in France collects at its borders as a means of public revenue) bearing more heavily upon importations into Paris than upon those which went into the municipalities in its vicinity. In order to secure the co-operation of those who, prior to 1859, lived outside the municipal borders, it was necessary to arrange by law that for a series of years those dwelling in these outlying sections should be exempted from certain of the burdens of taxation that then fell upon the citizens of Paris. Thus, for example, the law of the 16th of June, 1859, declared that workshops which were in active operation on the first of January, 1859, within the territory that was to be united to Paris, should be exempted for a period of seven years from the octroi duty of Paris on such commodities as were used in the processes of manufacture. The debts of the suppressed communes, which were not represented by actual assets, were assumed by the city of Paris; while with respect to those communes a part only of which was annexed, the national council was directed to arrange for a partition of the local debt and the public possessions, both personal and real estate.

Although thirty-five years have now elapsed since the last annexation, this was so extensive, so far as area is concerned, that in the opinion of the municipal officials it is quite improbable that any further extension will take place for years to come. The density of population, when the entire municipal area is taken into account, is less now than in 1859, just prior to the time that the annexation was made. The difficulties that would be experienced if a further extension was proposed are the differences in the octroi duty and the unwillingness of the people residing outside of Paris to surrender their present political rights and the opportunities they now have of regulating these local rates of duty in accordance with their respective local needs. Besides this, the *enceinte*, as it is called (the walls and glacis that surround Paris), forms a distinct boundary well adapted to the needs of the city, which collects about one-half of its annual revenue by duties imposed upon the goods that are brought within its walls. There is little attraction that Paris has to offer to the outlying municipalities, while for the present at least these latter are in no way needed for the proper development of that city.

ENGLISH COUNTY GOVERNMENT.

The counties in England and Wales are governed in accordance with provisions laid down in the local government act passed by Parliament in 1888. The intent of this statute was to give to the counties a popular form of government, and to in this way reform those abuses

that had grown out of a system of control in which the people did not have a fair representation. The regulations in question are embodied in statutes which fill one hundred and twenty printed pages. They provide not only for the control of the counties, but also for the numerous qualifications that had to be made in order to bring into reasonable harmony a large number of conflicting conditions.

In treating briefly of this matter it is only necessary to say that for each of the counties, or where, at the time the law was passed, a county was so large that it could advantageously be divided into two county districts, provision is made for the election of a county council, this to consist of councillors representing the different towns or electoral divisions, — to be chosen for a term of three years, all retiring at the same time, — and county aldermen, as they are called, who form in number about a fifth of the county council, who are chosen by the councillors, and who serve for a term of six years, half of them retiring with each election of a new set of county councillors. It was intended that these county councils should be large legislative bodies, and thus their membership, both of aldermen and councillors, in some instances runs up to the number of one hundred and twenty or more.

To this assembly is delegated the making, assessing and levying of county, police and other rates, and the application and expenditure of the money thus obtained; the borrowing of money; the passing of the accounts of the county treasurer; the control of shire halls, county halls, assize courts, judges' lodgings, lock-up houses, court houses, justices' rooms, police stations and county buildings, works and property; the licensing of houses and other places for music or for dancing; the enlargement, maintenance and management of asylums for paupers and lunatics; the establishment and maintenance of reformatory and industrial schools; the maintenance and repairing of bridges and main roads, and such kindred powers as county authorities ordinarily possess; the appointment, removal and determination of salaries of county officials; the control of county elections; the execution, as local authority, of all acts relating to contagious diseases of animals, destructive insects, fish conservancy, and weights and measures and gas meters; and authority in all matters arising under the riot act. In addition to these general powers, the act itself provided that the local government board might transfer to the county councils such powers, duties and liabilities as had been in the past carried on in the counties by the local government board or the education department or by the commissioners of sewers, or by any authority vested with the enforcement of the provisions of the rivers' pollution prevention act, or the laws relating to the preservation of health. In quite a number of instances this

transference of centralized authority to these local representative bodies has already taken place.

These county councils, like the city councils in England, are both legislative and executive, the administrative duty falling upon the different committees into which each body is divided. These committees appoint the officials who are to exercise executive control, and are themselves held in check by the responsibility they are under of reporting their proceedings from time to time to the full council. The law provides that every county council shall appoint a finance committee to regulate and control the finances of the county, and an order for the payment of a sum out of the county fund, whether on account of capital or income, cannot be made by a county council except in pursuance of a resolution of the council passed on recommendation of the finance committee. Any cost, debt or liability exceeding fifty pounds must not be incurred except upon a resolution of the council passed on an estimate submitted by the finance committee. The notice of the meeting at which any resolution will be proposed for the payment of a sum out of the county fund, otherwise than for ordinary periodical payments, or any resolution for incurring any costs, debt or liability exceeding fifty pounds, must state the amount of the said sum, costs, debt or liability, and the purpose for which they are to be paid or incurred.

The county council may, with the consent of the local government board, borrow on the security of the county fund, or of any revenue of the council, such sums as may be required for cancelling debts of the county, for purchasing land or buildings which the council is authorized by act to purchase or build, or for any other permanent work which the council is authorized to execute or do; provided, however, that the total debt of the county, after deducting the amount of any sinking fund, shall not exceed the amount of one-tenth of the annual ratable value of the ratable property in the county; that is, the entire debt must not exceed one-tenth of the gross amount of the values upon which the general county taxes are levied.

Besides the income obtained by rates or taxes, each of the county councils receives from the imperial government four-tenths of the sums collected in the county by the commissioners of internal revenue from probate duties, and the entire amount so collected by the same commissioners for the granting within their districts of various licenses. These license taxes cover a wide range, applying not only to the retailers of spirits, beer, wine and cider, but also to licenses to kill game, keep dogs or guns, to act as appraisers, auctioneers, tobacco dealers, house agents, hawkers, pawnbrokers, plate dealers and horse dealers, to keep carriages, trade carts, horses and mules, to have armorial bearings and to employ male servants. These

various license fees, which formerly passed into the imperial treasury and which were disbursed by the imperial government in paying the expenses of county governments when these were largely under its control, now form a considerable fund, to be employed, although not collected, by the local authorities in such manner as they may see fit.

While these newly organized counties follow in the main historical county lines, it was found necessary, in the act of 1888, to arrange to change county boundaries in order to bring under one administrative control those communities which had common interests. An exception to the general scope of county duty is found in the case of the larger centres of population. A previous act had provided that a city, or borough, as it is termed, might, under certain conditions, assume county as well as municipal functions; and in the act of 1888 it was not deemed expedient to disturb these previously made arrangements. For this reason in some of the great English counties there are cities which, although located within the general county lines, are still independent of the newly formed control, or, in other words, are counties in themselves. The most striking instance of this anomaly is found in the county of Lancaster, where Liverpool, Manchester, Rochdale, Salford and ten other municipalities are what are known as county boroughs, and have no connection with the county government of Lancaster except through the action of joint committees appointed by the different bodies to adjust and regulate those matters where the two authorities have a common interest.

In spite of this exclusion of the great centres of population, the county palatine of Lancaster embraces quite an extent of territory, a large amount of taxable property and nearly as many people as there are in the State of Massachusetts. To show the extent of this county government, the following list of its officers may be of value. A few of these, such as the lord lieutenant and the chancellor of the duchy, are appointments made by the imperial government; but the greater part of the list of executive officers consists of those who are directly responsible to the county council: high sheriff, lord lieutenant, constable of Lancaster Castle, chancellor of the duchy, vice-chancellor of the duchy, attorney-general, clerk and register of the council, under-sheriff, three acting under-sheriffs, district registrar, seal keeper and associate, clerk of the assize, clerk of the peace, two deputy clerks of the peace, county treasurer, chief constable, assistant chief constable, county auditor, medical officer of health, director of technical instruction, four superintendents of four different lunatic asylums, with the law clerks and treasurers to the boards of visitors of each of these institutions, chief warder in charge of Lancaster Prison, three keepers of other county prisons, superintendent of sea fisheries, chief inspector of the Mersey and Irwell

water-sheds, chief inspector of the Ribble water-shed, county analyst, assistant county analyst and district agricultural analyst, two bridge masters and inspectors and four district surveyors of main roads.

It will be seen from the foregoing that an English county is granted a large measure of legislative and executive power, having control over many matters of local public interest which with us are regulated by direct action of the Legislature—as they formerly were in England by Parliament—or by boards created by the Legislature. The superior regulating power in England is found in the local government board, a commission appointed by the imperial government to perform for all the counties this administrative duty. To this board the county councils as well as the county boroughs are compelled each year to send their accounts for audit; they are not permitted to borrow money except upon such terms and for such objects as the local government board may approve; while this board has also the power in certain cases, where a conflict arises between two local governments, to settle these differences, or, in the case of some public services, to order the performance of the work at the expense of the county judged to be responsible for its execution. In carrying out the duties with which it is intrusted, the local government board may, under certain circumstances, prepare provisional acts of legislation, which, however, have no force until confirmed by Parliament. As an administrative body the local government board unquestionably performs a great and salutary work, maintaining harmony and securing co-operation between the different local governments, preventing extravagance in expenditure, compelling the performance of necessary public services, and, by the knowledge that its members acquire of the results of municipal or county work of an experimental character carried out in one locality, advising other local governments as to the advantages or disadvantages of copying the method.

CONCLUSIONS.

The following general conclusions may be drawn from the municipal experience of England:—

First.—That consolidation or annexation is desirable when two or more distinctly urban districts are closely joined together in social, commercial and political interests.

Second.—That it is not desirable to consolidate or annex large sections of distinctly rural territory, or districts where the social, commercial and political interests of the people are not common.

Third.—That it is of commercial advantage, other things being equal, that a city should be a large rather than a small centre of population.

Fourth. — That, in order to exhibit evidence of growth in population a city can afford to liberally compensate the out-districts that agree to become parts of it.

Fifth. — That it is questionable whether with a representative form of control the best municipal administration can be expected from a strictly centralized government, when a city has a million or more of people.

Sixth. — That under such circumstances it may be desirable that there should be some form of local government, carried on by those who appreciate local needs, and who are in touch with the people of the different localities.

Seventh. — That, in order to have these local governments efficient, and draw into their service the best and ablest men of the different localities, the largest possible degree of dignity and responsibility should be accorded to them.

Eighth. — That, in deciding the question of whether a public service should be localized or centralized, the burden of proof should rest with the advocates of the latter proposition.

Ninth. — That no system of government can be considered satisfactory over which the people have not a direct control, through representatives chosen by and responsible to them.

OSBORNE HOWES.

APPENDIX B.

 AREAS OF CITIES AND TOWNS IN THE METROPOLITAN DISTRICT OF BOSTON.

Cities or Towns (Geographical Area in Square Miles.)

Boston and islands,	43.20
Arlington,	5.39
Belmont,	4.66
Brookline,	6.81
Cambridge,	6.37
Chelsea,	2.24
Dedham,	21.79
Everett,	3.37
Hyde Park,	4.57
Lexington,	16.65
Lynn,	11.21
Malden,	5.07
Medford,	8.50
Melrose,	4.82
Milton,	13.18
Nahant,	1.06
Newton,	18.07
Quincy,	16.26
Revere,	5.87
Saugus,	11.75
Somerville,	3.96
Stoneham,	6.43
Swampscott,	4.77
Wakefield,	8.14
Waltham,	13.72
Watertown,	4.04
Winchester,	6.31
Winthrop,	1.61
Woburn,	13.24

 273.06

APPENDIX C.

COURT-HOUSE WORK.

The following is an analysis of the deeds and probate matters recorded in the counties of Middlesex, Norfolk and Essex in 1893 and 1894, showing the amount of work on account of the municipalities which come within the metropolitan district. The municipalities in this exhibit are all graded and spoken of as towns:—

MIDDLESEX COUNTY.

Population, 1895, ...	499,248
Population of 44 towns, total of south district, ...	397,964
Population of 16 towns in metropolitan district, ...	312,943

Oct. 1, 1892 — Sept. 30, 1893:—

Deeds recorded from 44 towns, total of south district, ...	29,456
Deeds recorded from 16 towns in metropolitan district, ...	24,179

Oct. 1, 1893 — Sept. 30, 1894:—

Deeds recorded from 44 towns in south district, ...	31,231
Deeds recorded from 16 towns in metropolitan district, ...	26,092

Oct. 1, 1892 — Sept. 30, 1893:—

Total number of probate matters in whole county, 54 towns, ...	2,343
Total number of probate matters in 16 towns in metropolitan district, ...	1,342

Oct. 1, 1893 — Sept. 30, 1894:—

Total probate matters in whole county, 54 towns, ...	2,444
Total probate matters in 16 towns in metropolitan district, ...	1,352

NORFOLK COUNTY.

Population, 1895, ...	134,781
Population of 5 towns in metropolitan district, ...	61,435

Oct. 1, 1892 — Sept. 30, 1893 : —

Total number of deeds recorded in county, ...	7,774
Total number of deeds recorded in 5 towns in metropolitan district, ...	3,928

Oct. 1, 1893 — Sept. 30, 1894 : —

Total number of deeds recorded in county, ...	7,634
Total number of deeds recorded in 5 towns in metropolitan district, ...	3,807

Oct. 1, 1892 — Sept. 30, 1893 : —

Total probate matters recorded in county, ...	769
Total probate matters recorded in 5 towns in metropolitan district, ...	293

Oct. 1, 1892 — Sept. 30, 1894 : —

Total probate matters recorded in county, ...	771
Total probate matters recorded in 5 towns in metropolitan district, ...	277

ESSEX COUNTY.

Population, 1895, ...	329,775
Population of 31 towns, total recording in south district, ...	262,213
Population of 4 towns recording in south district, in metropolitan district, ...	70,980

Oct. 1, 1892 — Sept. 30, 1893 : —

Total number of deeds recorded from 31 towns, total of south district, ...	10,569
Total number of deeds recorded from 4 towns in south district, in metropolitan district, ...	3,815

Oct. 1, 1893 — Sept. 30, 1894 : —

Total number of deeds recorded from 31 towns, total of south district, ...	10,466
Total number of deeds recorded from 4 towns in south district, in metropolitan district, ...	3,265

Oct. 1, 1892 — Sept. 30, 1893 : —

Total number of probate matters recorded in county, ...	1,704
Total number of probate matters recorded in 4 towns in metropolitan district, ...	326

Oct. 1, 1893 — Sept. 30, 1894 : —

Total number of probate matters recorded in county, ...	1,508
Total number of probate matters recorded in 4 towns in metropolitan district, ...	270

APPENDIX D.

HOME RESIDENCES OF THE BUSINESS AND PROFESSIONAL
MEN OF BOSTON.

The following is a tabulated statement of the number of wholesale merchants, bankers and lawyers having their business houses or offices in Boston, with the number of individuals composing the various firms, and the places, whether in Boston or outside of Boston, in the metropolitan district, in which these various individuals reside:—

BUSINESS.	Number of Firms.	Number of Individuals.	Residents of Boston.	Residents of Metropolitan District.
Bankers, ...	79	111	56	38
Dealers in beef, ...	43	39	15	19
in boots and shoes, ...	490	423	124	123
in coal, ...	68	67	31	30
in clothing, ...	78	134	92	32
in dry goods, ...	107	168	84	40
in fish, ...	79	112	53	51
in fruit, ...	72	108	39	63
in groceries, ...	49	103	48	45
in leather, ...	188	216	61	120
in lumber, ...	156	150	66	66
in paper, ...	80	80	34	31
in wool, ...	68	94	48	33
in woollens, ...	63	57	23	24
Lawyers, ...	—	1,550	779	616
Totals, ...	1,620	3,412	1,553	1,331

APPENDIX E.

VALUE OF COUNTY PROPERTY SITUATED IN THE METRO- POLITAN DISTRICT.

Essex County, ...	None.
Suffolk County, ...	\$5,334,400
Middlesex County, ...	*909,996
Norfolk County, ...	463,488
Total, ...	\$6,707,884

* Valuation of the county property in the metropolitan district.

Appendix F.—MUNICIPAL EXPENDITURES.—The following tables represent the outgoes of the several municipalities for the fiscal year of 1894. The population is on the basis of the first census report of the year 1895.

CITIES AND TOWNS.	Acres.	Population.	Percentage of Increase in Population the Last Ten Years.	No. Inhabitants per Acre.	Tax Rate.	Valuation of Real Estate.	Valuation of Real Estate per Acre.	Total Valuation.	Total Valuation per Inhabitant.
Arlington, . . .	2,819	6,515	39.42	2.3	\$16 80	\$5,762,804	\$2,044	\$7,552,924	\$1,159
Belmont, . . .	2,982	2,843	73.46	.9	16 00	2,677,640	897	3,638,715	1,278
Brookline, . . .	4,358	16,159	75.72	3.7	12 60	41,837,450	9,600	57,191,150	3,539
Cambridge, . . .	4,076	81,519	36.64	19.9	15 80	60,877,300	14,935	77,535,620	951
Chelsea, . . .	1,433	31,295	21.73	21.8	16 40	19,592,700	13,672	22,170,711	708
Dedham, . . .	13,945	7,218	8.69	.5	16 80	4,938,446	354	6,111,060	846
Everett, . . .	2,156	18,578	218.94	8.6	15 40	11,858,800	5,500	12,509,700	673
Hyde Park, . . .	2,924	11,828	41.21	4.0	14 60	7,532,775	2,576	8,531,630	721
Lexington, . . .	10,656	3,497	28.66	.3	15 00	3,540,469	332	4,014,055	1,147
Lynn, . . .	7,174	62,355	35.95	8.6	17 20	38,488,097	5,357	49,453,671	793
Malden, . . .	3,244	29,706	81.06	9.1	15 70	19,663,700	6,061	22,124,976	744
Medford, . . .	5,440	14,480	60.14	2.6	14 80	12,993,050	2,888	15,289,350	1,055
Melrose, . . .	3,084	11,966	96.13	3.8	14 20	9,886,775	3,043	9,924,873	829

Milton, .	.	.	8,435	5,518	55.22	.6	7	50	7,128,105	845	18,793,260	3,405
Nahant, .	.	.	678	864	35.64	1.2	6	50	2,358,214	3,478	4,792,353	5,516
Newton, .	.	.	11,564	27,622	89.79	2.3	14	60	84,177,350	2,955	44,038,185	1,594
Quincy, .	.	.	7,877	20,712	70.54	2.0	17	60	14,088,175	1,788	16,817,455	811
Revere, .	.	.	3,756	7,437	104.48	1.9	13	40	6,364,350	1,694	6,710,430	902
Saugus, .	.	.	7,520	4,504	57.76	.5	18	40	2,697,548	358	2,961,373	657
Somerville, .	.	.	2,534	52,193	74.15	20.5	15	70	40,598,900	16,021	44,142,900	845
Stoneham, .	.	.	4,115	6,278	10.94	1.5	19	50	3,580,350	870	4,018,157	640
Swampscott, .	.	.	3,052	3,257	31.81	1.0	11	00	3,619,525	1,185	5,149,200	1,580
Wakefield, .	.	.	5,209	8,309	37.11	1.5	19	00	5,036,480	966	5,817,085	700
Waltham, .	.	.	8,870	20,877	42.91	2.3	16	30	14,425,300	1,626	18,766,060	898
Watertown, .	.	.	2,585	7,788	24.85	3.0	15	00	6,891,368	2,665	8,215,400	1,054
Winchester, .	.	.	4,038	6,146	40.00	1.5	16	00	5,215,175	1,291	6,206,125	1,009
Winthrop, .	.	.	1,030	4,192	205.99	4.0	16	20	4,440,320	4,310	4,573,560	1,091
Woburn, .	.	.	8,473	14,176	20.65	1.6	18	30	7,941,165	937	9,464,154	667
Boston, .	.	.	27,648	494,205	26.59	17.8	12	80	723,743,850	26,177	928,109,042	1,877

Expense of Streets, Parks and Bridges.

CITIES AND TOWNS.		Construction.	Maintenance.	Gross.	Income.	Net.	Maintenance per Inhabitant.
Arlington,		\$6,875 17	\$34,949 19	\$41,894 36	\$3,770 46	\$38,053 90	\$4 78
Belmont,		1,133 91	13,451 91	14,585 82	1,551 80	13,034 02	4 19
Brookline,		179,523 25	101,124 84	280,648 09	17,183 22	263,464 87	6 09
Cambridge,		347,175 82	203,648 81	550,824 63	69,137 26	481,687 37	2 29
Chelsea,		—	38,434 64	38,434 64	9,306 63	29,128 01	93
Dedham,		14,718 45	15,014 64	29,733 09	5,916 64	23,816 45	1 26
Everett,		12,072 81	21,704 13	33,776 94	3,293 54	30,483 40	1 00
Hyde Park,		10,000 00	11,801 94	21,801 94	2,751 28	19,050 66	76
Lexington,		—	13,318 38	13,318 38	2,038 80	11,279 58	3 22
Lynn,		76,075 14	75,892 48	151,967 62	13,517 43	138,450 19	1 00
Malden,		77,003 19	44,042 48	121,045 67	15,107 45	105,938 22	1 22
Medford,		25,445 05	36,588 80	62,035 85	9,799 24	52,236 61	2 01
Melrose,		18,138 79	13,052 89	31,191 68	2,145 88	29,045 80	1 05
Milton,		7,616 10	25,946 79	33,562 89	177 96	33,384 93	4 67

Nahant, ...	-	8,834 27	8,834 27	-	8,834 27	10 22
Newton, ...	278,069 60	107,900 30	285,969 90	32,113 22	253,856 68	3 75
Quincy, ...	45,368 82	26,222 37	71,591 19	2,056 99	69,534 20	1 22
Revere, ...	4,107 91	8,877 91	12,985 82	425 97	12,459 85	1 14
Saugus, ...	141 60	7,457 37	7,598 97	1,319 15	6,279 82	1 36
Somerville, ...	48,276 96	93,680 09	141,957 05	26,353 10	115,603 95	1 46
Stoneham, ...	3,235 10	6,714 33	9,949 43	325 19	9,624 24	1 02
Swampscott, ...	6,233 07	6,916 07	13,149 14	98 20	13,050 94	2 10
Wakefield, ...	5,749 87	12,704 53	18,454 40	697 57	17,756 83	1 44
Waltham, ...	5,584 25	41,729 51	47,313 76	4,760 21	42,553 55	1 95
Watertown, ...	2,022 00	19,192 11	21,214 11	800 02	20,414 09	2 36
Winchester, ...	589 73	23,823 23	24,412 96	1,104 67	23,308 29	3 70
Winthrop, ...	4,421 10	12,524 32	16,945 42	1,202 34	15,743 08	2 93
Woburn, ...	4,779 69	17,978 09	22,757 78	1,341 89	21,415 89	1 19
Boston, ...	3,514,673 01	1,478,477 43	4,993,150 44	226,487 42	4,766,663 02	2 95

Police Department.

CITIES AND TOWNS.				Construction.	Maintenance.	Gross.	Income.	Net.	Maintenance per Inhabitant.
Arlington, .	.	.	.	-	\$5,830 69	\$5,830 69	-	\$5,830 69	\$0 90
Belmont, .	.	.	.	-	2,429 38	2,429 38	\$43 67	2,375 71	84
Brookline, .	.	.	.	-	40,777 88	40,777 88	118 55	40,659 33	2 52
Cambridge, .	.	.	.	-	110,244 91	110,244 91	575 45	109,669 46	1 34
Chelsea, .	.	.	.	-	32,593 71	32,593 71	-	32,593 71	1 04
Dedham, .	.	.	.	-	4,313 67	4,313 67	-	4,313 67	60
Everett, .	.	.	.	-	15,137 81	15,137 81	2,686 25	12,451 56	67
Hyde Park, .	.	.	.	-	5,192 06	5,192 06	-	5,192 06	44
Lexington, .	.	.	.	-	2,223 98	2,223 98	190 27	2,033 71	58
Lynn, .	.	.	.	-	72,487 46	72,487 46	8,988 89	63,498 57	02
Malden, .	.	.	.	-	21,326 81	21,326 81	3,229 91	18,096 90	61
Medford, .	.	.	.	\$15,895 51	14,574 54	30,470 05	1,771 60	28,698 45	88
Melrose, .	.	.	.	-	8,209 94	8,209 94	479 03	7,730 91	65
Milton, .	.	.	.	-	19,574 18	19,574 18	208 66	19,365 52	3 51

Nahant, ...	-	5,004 04	5,004 04	402 60	4,601 44	5 32
Newton, ...	-	46,593 76	46,593 76	1,719 27	44,874 49	1 62
Quincy, ...	-	10,317 20	10,317 20	1,108 61	9,208 59	45
Revere, ...	-	9,502 26	9,502 26	342 13	9,160 13	1 23
Saugus, ...	-	819 25*	819 25	14 00	805 25	-
Somerville, ...	-	55,290 19	55,290 19	6,113 25	49,176 94	94
Stoneham, ...	-	3,920 03	3,920 03	996 00	2,924 03	47
Swampscott, ...	-	2,805 29	2,805 29	222 25	2,583 04	79
Wakefield, ...	-	3,328 10	3,328 10	263 96	3,064 14	37
Waltham, ...	-	20,235 40	20,235 40	1,441 42	18,793 98	90
Watertown, ...	-	6,019 44	6,019 44	439 38	5,580 06	72
Winchester, ...	-	3,582 33	3,582 33	532 05	3,050 28	50
Winthrop, ...	-	4,045 62	4,045 62	206 00	3,839 62	91
Woburn, ...	-	10,694 42	10,694 42	2,140 00	8,554 42	60
Boston, ...	8,806 06	1,326,345 17	1,335,151 23	12,389 41	1,322,761 82	2 66

* Abolished May 1, 1894.

Fire Department.

CITIES AND TOWNS.		Construction.	Maintenance.	Gross.	Income.	Net.	Maintenance Per Inhabitant.
Arlington, .	. . .	-	\$5,917 76	\$5,917 76	\$781 25	\$5,186 51	\$0 79
Belmont, .	. . .	-	4,445 08	4,445 08	1,803 75	2,641 33	93
Brookline, .	. . .	-	27,063 38	27,063 38	155 13	26,908 25	1 67
Cambridge, .	. . .	\$14,941 50	72,488 69	117,430 19	185 65	117,244 54	89
Chelsea, .	. . .	860 45	29,963 54	30,823 99	-	30,823 99	97
Dedham, .	. . .	-	8,840 04	8,840 04	59 00	8,781 04	1 22
Everett, .	. . .	4,517 55	11,263 68	15,781 23	153 60	15,627 63	60
Hyde Park, .	. . .	-	11,749 22	11,749 22	-	11,749 22	1 00
Lexington, .	. . .	-	4,019 16	4,019 16	-	4,019 16	1 15
Lynn, .	. . .	-	76,302 63	76,302 63	536 65	75,765 98	1 22
Malden, .	. . .	3,700 00	26,321 63	30,021 63	588 02	29,433 61	87
Medford, .	. . .	9,082 07	22,416 50	31,498 57	43 00	31,455 57	1 55
Melrose, .	. . .	-	8,652 74	8,652 74	86 00	8,566 74	72
Milton, .	. . .	-	20,025 97	20,025 97	-	20,025 97	3 63

Nahant, ...	-	2,731 86	2,731 86	-	2,731 86	3 16
Newton, ...	-	61,027 53	61,027 53	451 03	60,576 50	2 19
Quincy, ...	10,985 82	21,639 72	32,625 54	-	32,625 54	1 04
Revere, ...	575 28	11,685 52	12,260 80	28 20	12,232 60	1 57
Saugus, ...	500 00	1,293 47	1,793 47	-	1,793 47	29
Somerville;	45,842 76	48,098 43	93,941 24	136 74	93,804 50	92
Stoneham, ...	-	7,341 39	7,341 39	-	7,341 39	1 17
Swampscott, ...	-	5,410 13	5,410 13	629 13	4,781 00	1 47
Wakefield, ...	-	8,280 10	8,280 10	35 00	8,245 10	99
Waltham, ...	-	19,619 32	19,619 32	114 20	19,505 12	93
Watertown, ...	-	15,351 88	15,351 88	74 72	15,277 16	1 96
Winchester, ...	1,526 00	8,418 37	9,944 37	1,082 42	8,861 95	1 19
Winthrop, ...	-	5,669 57	5,669 57	90 00	5,579 57	1 33
Woburn, ...	-	13,759 17	13,759 17	157 70	13,601 47	96
Boston, ...	71,742 42	1,056,735 95	1,128,478 37	1,697 20	1,126,781 17	2 14

*School Department.**

CITIES AND TOWNS.	Construction.	Maintenance.	Gross.	Income.	Net.	Mainten- ance per Inhabitant.	Mainten- ance per Pupil.
Arlington, ...	\$37,126 17	\$32,800 39	\$69,926 56	\$4,660 21	\$65,266 35	\$4 32	\$33 78
Belmont, ...	2,489 72	12,689 65	15,179 37	34 34	15,145 33	4 45	30 80
Brookline, ...	86,115 06	102,944 16	189,059 22	1,049 62	188,009 60	6 03	45 81
Cambridge, ...	65,025 78	294,401 37	359,427 15	1,993 43	357,433 72	3 59	23 47
Chelsea, ...	-	98,937 55	98,937 55	3,342 50	90,595 05	2 89	-
Dedham, ...	12,874 49	38,181 84	51,056 33	208 55	50,847 78	5 26	32 91
Everett, ...	31,829 67	61,916 98	93,746 65	659 41	93,087 24	3 80	21 31
Hyde Park, ...	-	38,786 85	38,786 85	-	38,786 85	3 28	24 32
Lexington, ...	-	16,831 31	16,831 31	48 76	16,782 55	4 80	33 59
Lynn, ...	49,789 60	216,066 22	265,855 82	585 55	265,270 27	3 45	24 50
Malden, ...	1,000 00	107,735 86	108,735 86	1,110 47	107,625 39	3 62	27 00
Medford, ...	53,826 18	60,460 98	114,287 11	-	114,287 11	4 18	25 30
Melrose, ...	-	47,532 75	47,532 75	-	47,532 75	3 97	-
Milton, ...	-	59,177 92	59,177 92	-	59,177 92	10 76	-

Nahant, ...	-	5,202 36	5,202 36	-	5,202 36	6 02	50 00
Newton, ...	50,456 02	144,991 12	195,447 14	3,815 66	191,631 48	5 11	36 33
Quincy, ...	61,607 46	79,999 64	141,607 10	182 70	141,424 40	3 86	23 40
Revere, ...	84 76	25,861 80	25,946 56	809 07	25,137 49	3 38	29 06
Saugus, ...	19,481 96	13,164 72	32,646 68	139 03	32,507 65	2 89	18 70
Somerville, ...	111,840 23	179,538 13	291,378 36	313 78	291,064 58	3 43	24 09
Stoneham, ...	-	19,501 71	19,501 71	79 44	19,422 26	3 09	20 62
Swampscott, ...	50,066 20	13,567 11	63,633 31	41 67	63,591 64	4 15	30 00
Wakefield, ...	2,317 41	26,671 43	28,988 84	606 43	28,382 41	3 14	19 40
Waltham, ...	19,998 17	68,034 04	88,032 21	261 25	87,770 96	3 24	30 36
Watertown, ...	13,401 19	29,600 87	43,002 06	8 50	42,993 56	3 80	35 03
Winchester, ...	14,826 14	25,305 05	40,131 19	156 88	39,974 31	4 09	24 14
Winthrop, ...	-	19,033 13	-	422 80	18,610 33	4 44	36 05
Woburn, ...	5,715 08	51,861 04	57,576 12	125 00	57,451 12	3 65	21 66
Boston, ...	398,470 39	2,098,446 32	2,496,916 71	39,645 83	2,457,270 88	4 17	28 51

* In estimating the cost of maintenance interest upon cost of construction is not included.

Water Department.

CITIES AND TOWNS.	Construction.	Maintenance.	Interest.	Gross.	Income.	Rates.	Net.	Maintenance per Inhabitant.*
Arlington, ...	\$67,299 42	\$3,798 18	\$11,940 00	\$83,037 60	\$742 75	\$19,360 74	\$82,291 85	\$2 30
Belmont, ...	-	1,600 06	1,390 00	2,990 06	268 99	2,903 01	2,721 07	96
Brookline, ...	74,779 47	18,872 50	36,529 00	130,180 97	8,876 93	49,121 02	121,301 04	2 88
Cambridge, ...	190,143 09	63,604 93	82,405 00	336,153 02	10,812 94	257,882 00	325,340 08	1 66
Chelsea, ...	-	30,106 33	12,000 00	42,106 33	535 14	46,761 48	41,571 19	1 33
Dedham, ...	-	5,270 00	-	5,270 00	-	-	5,270 00	73
Everett, ...	17,993 13	22,726 45	7,200 00	47,919 58	2,942 02	22,420 09	44,977 56	1 45
Hyde Park,†	-	-	-	-	-	-	-	-
Lexington,†	-	-	-	-	-	-	-	-
Lynn, ...	22,591 51	47,449 30	77,158 62	147,199 43	13,538 68	171,450 16	133,665 75	1 78
Malden, ...	45,910 80	38,076 27	24,434 38	108,421 45	12,411 62	85,169 42	96,006 83	1 68
Medford, ...	117,256 51	18,053 39	11,780 00	147,089 90	2,563 60	29,984 07	144,526 30	1 88
Melrose, ...	5,004 88	36,391 46	9,940 00	51,336 34	2,295 49	33,791 30	49,040 85	3 68
Milton,†	-	-	-	-	-	-	-	-

Nahant, ...	4,748-08	5,056 18	-	9,804 21	-	3,991 36	9,804 21	5 85
Newton, ...	111,937 85	20,783 45	86,000 00	218,721 30	15,433 41	96,589 89	203,287 89	3 46
Quincy, ...	91,534 27	14,177 95	27,235 00	132,947 22	3,579 74	40,943 05	129,367 48	1 82
Revere,†	-	-	-	-	-	-	-	-
Saugus, ...	7,594 15	277 35	-	7,871 50	-	-	7,871 50	-
Somerville, ...	30,233 06	38,665 15	15,415 00	84,313 21	9,770 05	88,401 30	74,543 16	90
Stoneham,†	-	-	-	-	-	-	-	-
Swampscott, ...	127 58	70 58	-	198 16	-	-	198 16	-
Wakefield,†	-	-	-	-	-	-	-	-
Waltham, ...	20,793 15	35,369 55	15,980 00	72,142 70	3,079 11	58,660 53	69,063 59	3 31
Watertown,†	-	-	-	-	-	-	-	-
Winchester, ...	25,896 10	3,193 19	15,120 00	44,209 29	1,451 27	20,711 27	42,758 02	2 74
Winthrop,†	-	-	-	-	-	-	-	-
Woburn, ...	7,385 80	12,629 09	12,985 75	33,000 64	1,182 80	41,976 18	31,817 84	1 72
Boston, ...	1,007,332 39	601,994 41	833,771 04	2,443,097 84	54,928 80	1,939,301 64	2,388,169 04	2 79

* In figuring the cost of maintenance per inhabitant, no account is taken of income from rates. If this were included, a substantial profit would be shown in several instances.

† Private company.

Sewer Department.

CITIES AND TOWNS.	Metropolitan Assessment.	Construction.	Maintenance.*	Gross.	Income.	Net.	Maintenance per Inhabitant.	Construction per Inhabitant.
Arlington, ...	\$3,534 65	-	-	\$3,534 65	-	\$3,534 65	-	\$0 54
Belmont, ...	2,071 00	\$3,788 00	-	5,859 00	\$1,142 28	4,716 72	-	1 66
Brookline, ...	11,244 01	46,781 94	\$4,090 26	62,116 21	37,926 15	24,190 06	\$0 25	1 25
Cambridge, ...	45,483 43	74,576 85	18,058 23	138,118 51	9,568 25	128,550 26	18	1 40
Chelsea, ...	14,883 91	-	10,522 20	25,416 11	3,482 98	21,933 13	28	42
Dedham, ...	-	-	-	-	-	-	-	-
Everett, ...	5,584 28	57,414 71	8,069 32	71,068 31	21,962 71	49,105 60	26	2 38
Hyde Park, ...	-	-	-	-	-	-	-	-
Lexington, ...	-	-	-	-	-	-	-	-
Lynn, ...	-	57,625 90	7,901 47	65,527 87	10,052 44	55,474 93	13	75
Malden, ...	12,882 84	194,623 76	3,112 05	210,618 15	710 53	209,907 62	08	6 99
Medford, ...	7,109 73	92,440 12	-	99,549 85	3,042 90	96,506 86	-	6 66
Melrose, ...	4,041 90	71,387 46	-	75,429 36	875 00	75,054 86	-	6 27
Milton, ...	-	1,814 71	-	1,814 71	152 08	1,662 63	-	80

Nahant, ...	.	.	.	.	.	-	3,540 80	-	3,540 80	-	41
Newton, ...	.	.	.	.	.	13,717 06	371,314 95	13,395 11	398,427 12	117,244 11	9 69
Quincy, ...	.	.	.	.	.	-	-	-	-	-	-
Revere, ...	.	.	.	.	.	-	799 92	635 02	1,434 94	09	11
Saugus, ...	.	.	.	.	.	-	-	-	-	-	-
Somerville, ...	.	.	.	.	.	22,230 79	25,191 29	7,260 05	54,682 13	12,488 87	67
Stoneham, ...	.	.	.	.	.	2,213 05	-	-	2,213 05	-	35
Swampscott, ...	.	.	.	.	.	-	-	-	-	-	-
Wakefield, ...	.	.	.	.	.	-	-	-	-	-	-
Waltham, ...	.	.	.	.	.	8,452 49	10,511 90	4,883 59	23,847 98	8,721 97	49
Watertown, ...	.	.	.	.	.	3,465 73	1,811 91	3,879 54	9,157 18	1,075 26	68
Winchester, ...	.	.	.	.	.	1,016 98	45,481 91	-	46,498 89	2,896 12	7 09
Winthrop, ...	.	.	.	.	.	2,052 45	5,653 74	134 87	7,841 06	1,400 00	1 54
Woburn, ...	.	.	.	.	.	5,709 37	2,392 18	-	8,101 55	-	57
Boston, ...	.	.	.	.	.	46,517 66	570,352 24	304,133 40	921,003 30	112,155 49	1 08

* To the cost of maintenance is added the interest upon the sewer debts whenever these are given in the municipal reports.

Health Department.

CITIES AND TOWNS.				Construction.	Maintenance.	Gross.	Income.	Net.	Maintenance per Inhabitant.
Arlington,	.	.	.	.	-	-	-	-	-
Belmont, .	.	.	.	.	-	-	-	-	-
Brookline,	.	.	.	.	-	\$20,729 75	\$15 50	\$20,714 25	\$1 28
Cambridge,	.	.	.	.	-	8,203 88	140 00	8,063 88	-
Chelsea, .	.	.	.	.	\$2,000 00	11,233 20	-	11,233 20	29
Dedham, .	.	.	.	.	-	758 99	-	758 99	10
Everett, .	.	.	.	.	-	8,476 47	66 90	8,409 57	19
Hyde Park,	.	.	.	.	-	2,199 80	-	2,199 80	19
Lexington,	.	.	.	.	-	190 77	-	190 77	06
Lynn, .	.	.	.	.	-	44,166 02	12,982 75	31,233 27	50
Malden, .	.	.	.	.	-	16,260 92	8,314 48	7,946 44	27
Medford, .	.	.	.	.	-	3,541 52	150 00	3,391 52	23
Melrose, .	.	.	.	.	-	1,476 62	-	1,476 62	12
Milton, .	.	.	.	.	-	557 05	-	557 05	10

Nahant, ...	1,512 28	-	1,512 28	41 03	1,471 25	1 70
Newton, ...	11,156 44	-	11,156 44	731 24	10,425 20	38
Quincy, ...	3,869 89	-	3,869 89	339 90	3,529 99	17
Revere, ...	1,101 89	-	1,101 89	-	1,101 89	15
Saugus, ...	27 65	-	27 65	-	27 65	-
Somerville, ...	12,217 73	-	12,217 73	475 19	11,742 54	23
Stoneham, ...	184 64	-	184 64	-	184 64	03
Swampscott, ...	1,338 30	-	1,338 30	-	1,338 30	41
Wakefield, ...	221 35	-	221 35	8 50	212 85	03
Waltham, ...	7,543 36	2,682 55	10,225 91	1,337 12	8,838 79	30
Watertown, ...	3,127 37	-	3,127 37	247 00	2,880 37	37
Winchester, ...	710 15	-	710 15	-	710 15	01
Winthrop, ...	2,528 04	-	2,528 04	-	2,528 04	60
Woburn, ...	1,076 81	-	1,076 81	46 20	1,030 61	07
Boston, ...	651,542 84	-	651,542 84	47,406 61	604,136 23	1 23

CITIES AND TOWNS.	Total Municipal Expenses.*	Per Inhabitant.	Percentage of Expenditures to Valuation.
Arlington, ...	\$153,224 02	\$23 52	.020
Belmont, ...	60,788 99	21 38	.017
Brookline, ...	702,086 21	43 45	.012
Cambridge, ...	1,647,567 29	20 21	.021
Chelsea, ...	494,293 41	15 79	.022
Dedham, ...	134,341 10	18 61	.022
Everett, ...	264,532 31	14 24	.021
Hyde Park, ...	124,043 46	10 50	.014
Lexington, ...	67,760 68	19 37	.016
Lynn, ...	1,123,923 87	18 02	.023
Malden, ...	516,870 13	17 40	.023
Medford, ...	356,482 46	24 62	.023
Melrose, ...	191,612 79	16 01	.019
Milton, ...	188,449 06	34 15	.010
Nahant, ...	88,815 30	102 80	.018
Newton, ...	901,053 35	32 62	.020
Quincy, ...	299,854 37	14 48	.018
Revere, ...	87,721 16	11 80	.013
Saugus, ...	56,914 70	12 64	.019
Somerville, ...	713,541 84	13 67	.016
Stoneham, ...	84,715 65	13 50	.021
Swampscott, ...	65,360 38	20 07	.013
Wakefield, ...	220,229 83	26 50	.038
Waltham, ...	547,761 98	26 24	.029
Watertown, ...	130,429 52	16 75	.016
Winchester, ...	114,948 40	18 70	.018
Winthrop, ...	68,072 97	16 20	.015
Woburn, ...	376,590 51	26 56	.040
Boston, ...	16,481,649 39	33 36	.018

* In making up the amount of total municipal expenses the cost of construction as given in the Highways, Police, Fire, Schools, Water, Sewers and Health Departments has been deducted, but the interest upon the public debt and sinking fund requirements is included.

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